"TAXI DRIVER SAFETY IN ALBERTA"

The Report And Recommendations Of
An Interdepartmental Committee Of
The Alberta Government

February 1985

Alberta

85-2859/

Alberta

WORKERS' HEALTH, SAFETY
AND COMPENSATION

Occupational Health
and Safety Division
Research and Education Branch

403/427-5549

10709 Jasper Avenue
Edmonton, Alberta, Canada
T5J 3N3

To: The Attorney General of Alberta
The Minister responsible for Workers' Health, Safety
and Compensation

February 1, 1985

Sirs:

The Interdepartmental Committee established to enquire into, and make recommendations upon, the safety of taxi drivers in Alberta, herewith presents its report.

Respectfully,

Keith Smith, Workers' Health, Safety & Compensation

Eslin Eling, Labour

Habib Fatoo, Transportation

Doug Holmes, Workers' Compensation Board

Peter Teasdale, Attorney General

January 28, 1985

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EXECUTIVE SUMMARY

An interdepartmental committee was established to conduct a broad study into the safety of taxi drivers in Alberta and to recommend preventive, corrective and compensatory actions, where appropriate.

The committee received information from a variety of sources within the industry, from other interest groups and individuals in Alberta, and obtained assistance from a number of national and international sources. A survey of taxi drivers in major municipalities in Alberta was undertaken to gather current information on safety and operational concerns and also to elicit suggestions addressing those concerns.

In 1984, approximately 3,500 taxi cabs were registered in Alberta and about 5,600 chauffeur's permits were issued. Since 1975 there have been 9 murders of taxi drivers. Information on armed robberies or robberies with violence is incomplete but at least 80 have occurred since 1979. These statistics do not tell the entire story as some incidents of violence, threats and other criminal acts against taxi drivers are never reported.

Taxi drivers generally view themselves as vulnerable and almost two-thirds of those surveyed expressed concern over their personal safety, including concerns over robberies, dealing with drunk and undesirable passengers and fare disputes. Many were unable to offer solutions to their concerns. Other taxi drivers suggested the increased use of protective devices and procedures, better regulation of the taxi industry and training in dealing with the public.

Many drivers have adopted measures to protect themselves but relatively little has been done to provide a planned and coordinated crime prevention program.

Relatively few taxi drivers carry insurance coverage for job-related injuries and the resulting loss of income, although most drivers indicated a need for such coverage.

Complete protection of the taxi driver from criminal assaults cannot be accomplished through the implementation of any single crime prevention measure. In the opinion of the committee, the coordination of a number of preventive strategies is required to minimize the risks of injury to taxi drivers.

Based upon the committee's examination of the nature and problems of the taxi industry in Alberta, and the roles and responsibilities of the major participants, the following recommendations are submitted.

The committee recommends:

THAT THERE BE MINIMUM STANDARDS ESTABLISHING GREATER UNIFORMITY IN THE OPERATION OF THE TAXI INDUSTRY THROUGHOUT THE PROVINCE OF ALBERTA, EITHER THROUGH

A) CHANGES TO THE MUNICIPAL GOVERNMENT ACT; or,

B) CHANGES TO THE MOTOR TRANSPORT ACT; or,

C) CHANGES TO THE TAXI BY-LAWS; or,

D) THE ESTABLISHMENT OF A SEPARATE PROVINCIAL ACT TO REGULATE THE TAXI INDUSTRY IN ALBERTA.

(RECOMMENDATION ONE)

THAT CHANGES TO AN APPROPRIATE PROVINCIAL ACT BE MADE, ESTABLISHING MINIMUM REQUIREMENTS TO OBTAIN A CHAUFFEUR'S PERMIT IN THE PROVINCE OF ALBERTA. THESE REQUIREMENTS SHOULD BE:

1) A VALID CLASS 1, 2 or 4 DRIVERS LICENSE;

2) A CURRENT DRIVER'S ABSTRACT;

3) A CRIMINAL ABSTRACT;

4) A VALID DEFENSIVE DRIVING COURSE CERTIFICATE; and

5) AN EXAMINATION PRESCRIBED BY THE LICENSING AUTHORITY TO INCLUDE A GENERAL KNOWLEDGE OF THE AREA, AND A KNOWLEDGE OF THE TAXI BY-LAWS, TRAFFIC AND OCCUPATIONAL HEALTH AND SAFETY LAWS, AND CRIMINAL LAW AS IT RELATES TO TAXI DRIVERS.

(RECOMMENDATION TWO)

THAT SECTION 234(8) OF THE MUNICIPAL GOVERNMENT ACT BE AMENDED TO PROVIDE THAT REPRESENTATIVES FROM THE TAXI DRIVERS AND FROM THE TAXI BROKERS BE MEMBERS OF THE TAXI COMMISSION.

(RECOMMENDATION THREE)

THAT WHERE TAXI BY-LAWS ARE IN EFFECT, THEY BE AMENDED TO REQUIRE THE BROKER TO PREPARE AND ADOPT A PLAN TO DESCRIBE THE METHODS TO BE TAKEN TO ENSURE THE SAFETY OF TAXI DRIVERS UNDER HIS CONTROL, INCLUDING A MEANS OF SECURING ASSISTANCE FOR A DRIVER IN THE EVENT OF DANGER OR INJURY TO THE DRIVER. DETAILS OF THE PLAN MUST BE PROVIDED TO THE DRIVER AND FILED WITH THE TAXI COMMISSION OR APPROPRIATE MUNICIPAL OFFICIAL.

(RECOMMENDATION FOUR)

THAT APPROPRIATE LEGISLATION BE ENACTED TO PROVIDE THAT ANY PERSON WHO, ON DEMAND BEING MADE AT THE TERMINATION OF A TRIP, FAILS TO PAY THE PROPER FARE, IS GUILTY OF AN OFFENSE AND IS LIABLE, ON SUMMARY CONVICTION, TO A FINE AND COSTS AND IN ADDITION SHALL BE REQUIRED TO PAY THE TAXI DRIVER THE AMOUNT OF THE FARE.

(RECOMMENDATION FIVE)

THAT WHERE TAXI BYLAWS ARE IN EFFECT, THEY BE AMENDED TO REQUIRE THAT TAXI DRIVERS REPORT THE INCIDENTS OF NON-PAYMENT OF FARES TO THEIR BROKER IN ADDITION TO REPORTING TO THE APPROPRIATE ENFORCEMENT AGENCY.

(RECOMMENDATION SIX)

THAT THE COMMISSIONS AND MUNICIPAL OFFICIALS REVIEW THE NUMBER OF HOURS WORKED BY A TAXI DRIVER, AND ESTABLISH AND ENFORCE A MAXIMUM NUMBER OF CONTINUOUS HOURS PERMISSIBLE TO DRIVE A TAXI CAB.

(RECOMMENDATION SEVEN)

THAT NO TAXI CAB, WHILE IN OPERATION, BE WITHOUT A MEANS OF IN-VEHICLE COMMUNICATION TO A DISPATCHER OR SIMILAR BASE OF OPERATION.

(RECOMMENDATION EIGHT)

THAT HIDDEN ELECTRONIC MECHANISMS, TO ALERT THE DISPATCHER TO AN EMERGENCY, BE MADE MANDATORY FOR ALL TAXI CABS WITH DISPATCH SERVICES.

(RECOMMENDATION NINE)

THAT THE WORKERS' COMPENSATION BOARD CONSIDER DRIVERS TO BE WORKERS OF THE TAXI BROKER UNLESS THE TAXI DRIVER HAS APPLIED FOR AND RECEIVED PERSONAL COVERAGE AS A PROPRIETOR FROM THE BOARD.

(RECOMMENDATION TEN)

THAT THE OCCUPATIONAL HEALTH AND SAFETY DIVISION CLARIFY THE POSITION OF THE BROKER AS A PRINCIPAL CONTRACTOR UNDER THE OCCUPATIONAL HEALTH AND SAFETY ACT AND INFORM THE INDUSTRY ACCORDINGLY.

(RECOMMENDATION ELEVEN)

THAT THE BROKER RECORD ALL TAXI DRIVER REPORTS CONCERNING INCIDENTS OF NON-PAYMENT OF FARES AND ON A SEMI-ANNUAL BASIS, PROVIDE A DETAILED SUMMARY OF SUCH REPORTS TO THE TAXI COMMISSION OR MUNICIPAL OFFICIALS.

(RECOMMENDATION TWELVE)

THAT THE BROKER RECORD ALL TAXI DRIVER REPORTS CONCERNING INCIDENTS INVOLVING PERSONAL THREATS, ROBBERY, ASSAULTS, AND ABUSIVE BEHAVIOUR, AND ON A SEMI-ANNUAL BASIS PROVIDE A DETAILED SUMMARY OF SUCH REPORTS TO THE TAXI COMMISSION OR MUNICIPAL OFFICIALS.

(RECOMMENDATION THIRTEEN)

THAT TAXI DRIVERS LIMIT THE AMOUNT OF CASH THEY CARRY AND MAKE REGULAR USE OF CASH DEPOSIT SYSTEMS.

(RECOMMENDATION FOURTEEN)

THAT A SYSTEMATIC AND SELF-SUPPORTING DRIVER SAFETY TRAINING PROGRAM BE DEVELOPED AND IMPLEMENTED BY THE CALGARY AND EDMONTON TAXI COMMISSIONS.

(RECOMMENDATION FIFTEEN)

THAT IN COOPERATION WITH THE POLICE AUTHORITIES, THE TAXI COMMISSIONS AND BROKERS INITATE, DEVELOP AND DELIVER CRIME PREVENTION TRAINING TO ENABLE TAXI DRIVERS TO RECOGNIZE AND REACT TO POTENTIALLY THREATENING SITUATIONS.

(RECOMMENDATION SIXTEEN)

THAT THE CRIME PREVENTION PROGRAM DEVELOPED BY THE NEW SOUTH WALES POLICE DEPARTMENT OF AUSTRALIA BE REVIEWED BY THE COMMISSIONS AND MADE AVAILABLE TO ALL POLICE DEPARTMENTS AND TAXI BROKERS AS AN AID TO THE DEVELOPMENT OF PROGRAMS IN ALBERTA.

(RECOMMENDATION SEVENTEEN)

THAT ALL TAXI DRIVERS BE ALERTED TO ANY AND ALL CRIMINAL INCIDENTS REPORTED TO THE BROKERS WITH DETAILS OF THE INCIDENTS AND DESCRIPTIONS OF THE PERSONS INVOLVED. TAXI BROKERS SHOULD POST THIS INFORMATION ON BULLETIN BOARDS AND SHOULD ALERT ALL DRIVERS THROUGH THE DISPATCHER.

(RECOMMENDATION EIGHTEEN)

THAT THE TAXI COMMISSIONS OF EDMONTON AND CALGARY DEVELOP AN INSTRUCTIONAL AND GUIDANCE PROGRAM TO ASSIST DRIVERS IN THE HANDLING OF INTOXICATED PASSENGERS.

(RECOMMENDATION NINETEEN)

THAT TAXI DRIVERS BE INFORMED BY BROKERS THAT AS WORKERS UNDER THE OCCUPATIONAL HEALTH AND SAFETY ACT: (1) THEY HAVE THE OBLIGATION TO PROTECT THEIR OWN HEALTH AND SAFETY, (2) THEY ARE FURTHER OBLIGED TO REFUSE TO UNDERTAKE ANY TASK WHERE THEY HAVE REASONABLE AND

PROBABLE GROUNDS FOR BELIEVING THAT THEY MAY BE SUBJECTED TO AN IMMINENT DANGER, AND (3) THEY ARE PROTECTED FROM ANY DISCIPLINARY ACTION OR DISCRIMINATION WHEN EXERCIZING THEIR DUTY UNDER THIS ACT.

(RECOMMENDATION TWENTY)

THAT THE LIQUOR CONTROL BOARD TAKE STEPS TO PUBLICIZE THAT IT IS AN OFFENSE FOR A PASSENGER TO CARRY ANY FORM OF ALCOHOL IN AN OPEN CONTAINER INTO THE SEATING AREA OF A TAXI CAB, AND FURTHER, THAT TAXI DRIVERS SHALL NOT ALLOW ANY SUCH ALCOHOL TO BE CARRIED INTO THE SEATING AREAS.

(RECOMMENDATION TWENTY-ONE)

THAT THE TAXI INDUSTRY IN CO-OPERATION WITH THE TAXI COMMISSION OF EDMONTON AND CALGARY AND THE LOCAL OFFICIALS RESPONSIBLE FOR THE ADMINISTRATION OF THE TAXI BY-LAWS IN OTHER MUNICIPALITIES UNDERTAKE A PUBLIC INFORMATION CAMPAIGN AIMED AT IMPROVING THE IMAGE OF THE TAXI INDUSTRY AS AN INTEGRAL COMPONENT OF THE PROVINCE'S PUBLIC TRANSPORTATION SYSTEM.

(RECOMMENDATION TWENTY-TWO)

THAT MEMBERS OF THE TAXI INDUSTRY CONTINUE TO WORK IN CONJUNCTION WITH SERVICE ORGANIZATIONS AND HOTEL ASSOCIATIONS IN THEIR RESPECTIVE COMMUNITIES TO UNDERTAKE PUBLIC SERVICE PROGRAMS SIMILAR TO THE DUTI ("DRIVING UNDER THE INFLUENCE") PROGRAM.

(RECOMMENDATION TWENTY-THREE)

THAT TAXI BROKERS IN CO-OPERATION WITH POLICE DEPARTMENTS CONSIDER INITIATING A WIDELY PUBLICIZED PROGRAM OF "TAXIS ON PATROL".

(RECOMMENDATION TWENTY-FOUR)

THAT THE TAXI COMMISSIONS AND APPROPRIATE MUNICIPAL OFFICIALS, WITH INPUT FROM THE BROKERS AND DRIVERS, STUDY THE FEASIBILITY OF ESTABLISHING A FARE PREPAYMENT SYSTEM COUPLED WITH A FARE ZONING SYSTEM.

(RECOMMENDATION TWENTY-FIVE)

THAT FURTHER RESEARCH BE PROMOTED BY THE TAXI INDUSTRY TO DEVELOP A LOCATION DEVICE THAT CAN PINPOINT THE LOCATION OF A TAXI CAB IN AN EMERGENCY AND WHICH WOULD BE REASONABLY PRICED.

(RECOMMENDATION TWENTY-SIX)

THAT THE TAXI INDUSTRY EXPLORE THE VALUE OF REQUIRING TAXI DRIVERS TO WEAR APPROPRIATE AND DISTINCTIVE UNIFORMS.

(RECOMMENDATION TWENTY-SEVEN)

BACKGROUND TO THE STUDY

A. PUBLIC CONCERN EXPRESSED

During the early part of 1984, a number of fatal incidents resulting from criminal acts towards taxi drivers in Alberta prompted members of the taxi industry and the general public to request that something be done in response to the violent attacks.

On June 7, 1984, a delegation met with the Honourable Neil Crawford, Attorney General, and presented a petition signed by 1000 individuals stating that there has been an increase in the occurrence of violence against taxi drivers in this province. Two suggestions were made: (1) that the courts impose stiffer penalties for violent offenders, and (2) that the government carry out an in-depth inquiry into violence against taxi drivers as well as into safety measures applied by other cab drivers in North America and elsewhere.

B. GOVERNMENT RESPONSE

In response to the public concern expressed, the Attorney General, in co-operation with the Honourable Bill Diachuk, Minister responsible for Workers' Health, Safety and Compensation, announced that a study would be undertaken to consider the issue of taxi driver safety. The purpose of this study would be to investigate the safety problems associated with driving a taxi cab, to identify several solutions to these problems, and to make recommendations for preventive, corrective and compensatory actions in the area of taxi driver safety.

C. REPORT STRUCTURE

This report presents the major findings of the study conducted on taxi driver safety, and offers recommendations where applicable.

The report is divided into seven sections. Section I provides background information to the study and the methods involved. Section II describes the characteristics of the taxi industry, both in Alberta and in other jurisdictions. The working conditions of a taxi driver and the major problems associated with this occupation are identified in Section III. Section IV presents current accident and crime statistics involving taxi drivers in Alberta and in other areas of North America. Section V presents the current status of compensation benefits available to taxi drivers in Alberta, offering a comparison to those in other jurisdictions in Canada and providing possible alternatives to the current Alberta situation. Section VI discusses approaches to improving the safety of the taxi driver. A discussion of currently available protective devices, prevention strategies, and training programs is included in this section. In Section VII, recommendations for preventive, corrective and compensatory actions are discussed.

SECTION I - ORGANIZATION OF THE STUDY

This section of the report describes the organization and operation of the study, the terms of reference used, the formation of a working group to complete the study, and the methodology of the study. Part D of this section provides definitions of some terms commonly used throughout this report.

A. TERMS OF REFERENCE

To assist in the process of the study, the Attorney General and the Minister responsible for Workers' Health, Safety and Compensation established specific terms of reference and guidelines for the committee:

1. to identify and describe safety problems and concerns associated with driving taxi in Alberta.

2. to examine and evaluate the identified problems and concerns. This may include comparisons with other jurisdictions and similar industries.

3. to identify and assess alternative solutions.

4. to prepare recommendations for preventive, corrective, and compensatory actions.

Other expectations for the study were:

1. to establish contact with specific groups, both governmental and external; and

2. to complete the study and final report by the end of the year.

B. WORKING GROUP

To implement the investigation of taxi driver safety, a working group composed of two committees and a consultant was established.

An inter-departmental committee was created by the Attorney General and the Minister responsible for Workers' Health, Safety and Compensation. Members of the committee were selected from five Alberta government departments and agencies and the following representatives were appointed:

Keith Smith, Executive Director, Research and Education Services, Occupational Health and Safety Division, Workers' Health, Safety and Compensation. Mr. Smith was appointed chairman of the inter-departmental committee.

Eslin Eling, Executive Assistant to the Deputy Minister, Alberta Labour.

Habib Fatoo, Manager, Planning and Evaluation, Transportation Safety, Transportation.

Doug Holmes, Director, Assessments, Workers' Compensation Board.

Peter Teasdale, Regional Agent (Urban), Criminal Division, Attorney General.

Throughout the course of the study, the inter-departmental committee met on eighteen occasions to allow interested parties to present their observations and comments to the committee, to study pertinent data, and to prepare recommendations.

For the purpose of providing operational guidance and support, a task committee was also established. Members of the committee were Dr. Lynn Hewitt and Messrs. George Bryce and John McDermott from the Occupational Health and Safety Division, Workers' Health, Safety and Compensation. This committee was also to act as a secretariat to the inter-departmental committee.

The consulting firm of R. B. Cormier Management Consultants Ltd. was contracted. The tasks of the consultant were to design a process for completing the study, to research the taxi industry in both Alberta and other areas of North America, and to contact and interview relevant parties. The consultant also assisted the inter-departmental committee in the formulation of recommendations and in the preparation of the final report.

C. PROCESS OF THE STUDY

A general announcement of the Taxi Driver Safety Study appeared in daily and weekly newspapers throughout Alberta during the week of September 3rd, 1984 (Appendix I). The advertisement

invited all persons interested in taxi driver safety to participate in the study by submitting a written brief. A total of 17 briefs were received. Concurrently, letters requesting input into the study were sent to 129 taxi brokerages by the inter-departmental committee chairman (Appendix II).

A number of relevant parties were identified by the inter-departmental committee and contacted by the consultant. The purpose of this activity was to solicit information which would provide general structure and direction to the study.

Contacts were made with other pertinent provincial governmental departments and with appropriate parties, such as taxi drivers and brokers, Alberta police departments, the Edmonton and Calgary Taxi Commissions, Victims of Violence, the Race Relations Council of Edmonton, and various out-of-province groups. The committee reviewed all submitted briefs and invited selected parties to present their observations and comments to the committee.

Representatives of the committee attended a safety conference in Chicago, organised by the International Taxicab Association. This conference provided useful information and valuable contacts with such groups as the New South Wales Police Department in Australia.

Acting within the limited time frame of the study (three months), inquiries were made to other jurisdictions in North America for the purpose of gathering comparative crime

and accident statistics, and information on how these jurisdictions have dealt with the issue of taxi driver safety.

A major aspect of the study was to gather relevant information from those working in the taxi industry, namely taxi drivers and owners. For this purpose, a questionnaire (Appendix III) was designed, and extensive interviews were carried out with a sample of 127 taxi drivers in seven geographical areas of the province (Edmonton, Calgary, Red Deer, Medicine Hat, Lethbridge, Grande Prairie, Fort McMurray). Taxi drivers were surveyed at regular pick up points including bus depots, airports, hotels and dispatch offices. In addition to the presentations made by those in the taxi industry to the inter-departmental committee, interviews were also conducted with taxi brokers in some of the above locations (Appendix IV).

Although taxi cabs operate throughout the province, the above seven jurisdictions were selected for the purpose of gathering data, as they comprise approximately 90% of the Alberta taxi industry.

D. DEFINITIONS

There are some terms that may be unique to the taxi industry, and the most commonly used ones are defined here for the sake of uniformity and understanding throughout this report. The terms are descriptive and not necessarily legal in nature.

> Broker - means a person, corporation, or association licensed to operate a taxi cab business.

Chauffeur's Permit - means a license issued by the appropriate municipal authorities permitting the holder to drive a taxi within their municipal areas.

Commission - means a municipal body established under Section 234 of the Municipal Government Act for the purposes of licensing, regulating, and controlling the taxi industry within a municipal area.

Driver's License - means the license issued to any driver in the province under the authority of the Motor Vehicle Administration Act.

Driver-Owner - means a person owning one or more taxi cabs.

Employee-Driver - means a person who is employed by a broker or who works on a commission from the broker to drive a taxi cab.

Lessee-Driver - means a person licensed to drive a taxi cab and who leases a taxi cab from a broker or from a driver-owner.

SECTION II - THE TAXI INDUSTRY

The purpose of this section is to provide a brief description of various organizational features of the taxi industry. The intent is not to present a comprehensive description of the taxi industry in Alberta, but rather to provide general background information to the present study.

A. ORGANIZATIONAL CHARACTERISTICS

The taxi industry is part of the public transportation system, although not generally perceived as such. It remains as one of the last forms of transportation systems that is privately owned and operated. Unlike many other public conveyance services, taxi cabs are generally expected to operate at all times of the day, every day, and are expected to transport clientele everywhere, even to the most remote locations.

Along with having to meet these expectations and endeavouring to remain a viable private enterprize, the taxi industry must operate within an established framework and respond to economic realities. A brief description of these factors follows.

1. Legal Framework

An all-encompassing provincial taxi act does not exist within the Province of Alberta. However, the provincial Municipal Government Act, Section 234, delegates authority to the municipalities, allowing their councils to pass by-laws licensing, regulating, and controlling the taxi business, if so desired by the respective municipalities.

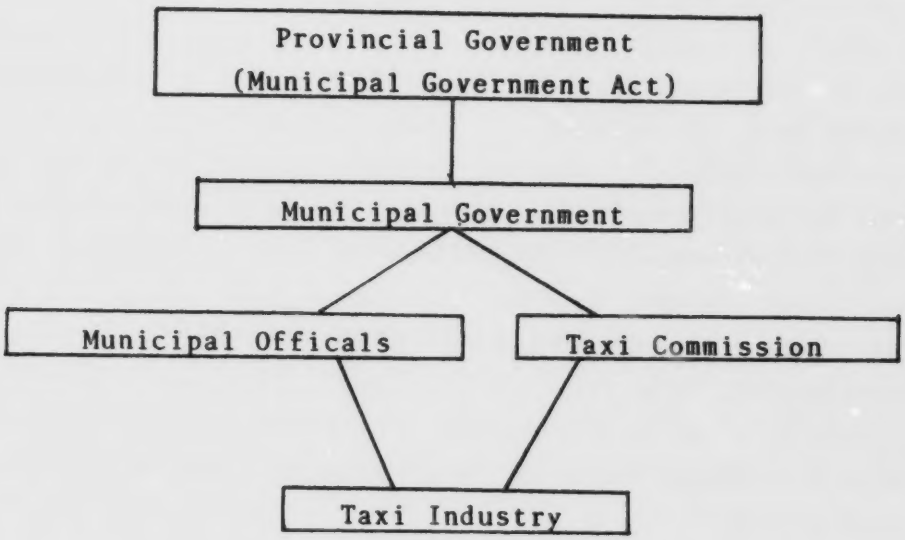
There is no provincial registry recording taxi by-laws so that without contacting each municipality, it is difficult to ascertain which of them have passed taxi by-laws. In each of the seven cities surveyed, by-laws do exist which govern their taxi industries.

Under Sub-section 234(2), a council may pass various by-laws such as establishing and specifying the rates or fares that may be charged for hire of taxis, limiting the number of taxis that may be operated in any area or district of the municipality, and limiting the number of hours that a person may drive a taxi during a 24-hour period. It is the usual practice that municipalities without taxi by-laws will prepare their administrative practices on the bases of by-laws already established in other municipalities. However, there still remains a great deal of difference when comparing some of the taxi by-laws.

A municipal council, under Sub-section 234(7), may delegate the power to one or more officials or a taxi commission. In Alberta, there are only two commissions: the Calgary Taxi Commission, established in 1973, and the Edmonton Taxi Commission, established in 1980. Supervision of the taxi industry in all other jurisidictions is carried out by one or more officials, in accordance with municipal by-laws, if they exist. Chart 1 illustrates the delegation of authority.

Chart #1

DELEGATION OF AUTHORITY



If a taxi commission is established, Section 234(8) provides that the commission may include any number of resident electors that the council selects. It was brought to the attention of the committee that there are too few representatives from the taxi industry as members of the taxi commissions in Alberta. At this time, one taxi driver sits on the Calgary Taxi Commission.

2. Operation

Several requirements and procedures exist for anyone who chooses to operate a taxi business and/or drive a taxi cab in Alberta. Section 52 of the provincial Motor Transport Act provides that:

> 52 "No person may carry on a livery (taxi) business unless he
>
> (a) has obtained a certificate from the Motor Transport Board for that purpose,
>
> (b) complies with the conditions prescribed in the regulations, and
>
> (c) is authorized to do so under the relevant municipal by-law, if any."

With reference to this provision, a broker must obtain a provincial liveryman's license to operate a taxi cab business. In addition, it is common practice for municipalities to require all brokers to obtain a brokerage license. A municipal taxi cab license must also be obtained for every taxi cab operating under its jurisdiction.

Driver-owners have the option of possessing their own municipal taxi cab license, however, they are also required to obtain a provincial liveryman's license,

and are commonly required to have a contractual agreement with a broker agreeing to use the taxicab(s) under the direction of the broker.

Typical of most municipalities in Alberta, a chauffeur's permit is required in order to drive a taxi cab. These permits are issued either through a city office or a Taxi commission, and are usually renewed annually. Requirements to obtain a chauffeur's permit vary among municipalities, although the most common requirements are that: the prospective taxi driver submit driver and criminal abstracts for review; complete a written test of knowledge of the city and of the taxi by-law; and complete a defensive driving course. Of the seven municipalities surveyed, completion of a defensive driving course was required in only four of the sites. The sole uniform requirement for a taxi chauffeur's permit throughout the province is the possession of a Class 1, 2 or 4 provincial driver's license.

While the majority of taxi brokerages in Alberta require their drivers to possess only a valid chauffeur's permit, a few also require prospective drivers to complete a company training course. These courses are usually comprised of information regarding company rules, city geography, operation of radio equipment, and involve the successful completion of a written test.

The requirements for becoming a taxi driver in Toronto offer an interesting comparison to Alberta licensing

requirements. In order to obtain a chauffeur's permit in Toronto, the Metropolitan Licensing Commission requires a prospective driver to attend a two-day course and successfully complete an examination. Additional requirements include the successful completion of a cardio-pulmonary resuscitation course as well as a review of driver and criminal abstracts by the licensing body.

According to Alberta municipal by-laws, an individual choosing to use his own vehicle as a taxi must have some form of contractual agreement with a broker in order to drive under that broker's name and colours. The most common practice in the taxi industry in this case is for the vehicle owner to sign over his vehicle to the broker, with the understanding that the car will be signed back to the original owner when the owner no longer chooses to drive with that particular taxi brokerage. (This is provided that the driver-owner does not have any debts with the broker; otherwise, the broker holds the car until the debts are cleared). In taxi co-operatives, the practice is the same; however, in exchange for the driver signing over his car, he receives a share in the taxi co-operative.

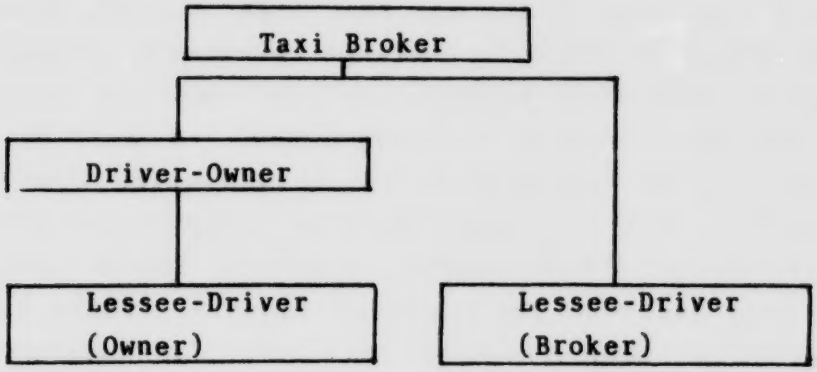
Municipal taxi bylaws require taxis to be affiliated with a licensed taxi broker. Within the industry there is a category of drivers who may operate a taxi which is not affiliated with a broker; these are known as gypsy cabs or gypsy licenses. A gypsy cab would operate without a broker's colour and without radio contact with a dispatcher. In theory, gypsy cabs can pick up passengers only by prearrangements, although gypsy operators may

cruise to pick up customers on the street. The extent of this practice in Alberta is not known.

Both driver-owners and lessee-drivers pay a fixed rental fee to either the broker or the driver-owner. The driver-owner pays a stand rental fee to the broker; fees vary depending on the broker and the services provided to the driver (eg. radio and roof light rental, administration and dispatch fees, insurance premiums, taxi cab stand rent). One quote provided to the committee indicated that rental fees ranged between $70.00 to $160.00 per week, depending on the broker. Drivers leasing from either the broker or a driver-owner usually lease these taxi cabs on a shift basis. For example, the cost for a taxi driver to lease a taxi cab for one week (working twelve hours a day) would be approximately $165.00 per week. Chart 2 illustrates the typical working relationship between taxi brokers, owners, and drivers.

Chart #2

REPORTING LINES



There is rarely a clearly discernable employer-employee relationship established between the taxi driver and the broker. As a result, provisions for workers' compensation and unemployment insurance are non-existent, and it is the responsibility of the taxi driver to pursue this coverage independently. The only exception to this kind of relationship is when a taxi driver submits his earned fares to the broker and either receives a salary or a commission. Such an agreement within the taxi industry is rare.

An examination of the taxi industry in other jurisdictions indicates that the above practices are fairly standard. However, within the greater Winnipeg area, the structure of the taxi industry is somewhat different. Governed by a provincial Taxi Cab Act, brokerages do not exist within the city of Winnipeg. Driver-owners are independent contractors, own their own taxi cab licenses, and contract with dispatch companies for their services. All taxi drivers must obtain a taxi driver license and the requirements are comparable to those in Alberta. Driver-owners may not lease their vehicles to any other drivers; however, they may hire another driver either on a salary or a commission basis. In both cases, the driver-owner is responsible for his drivers' unemployment insurance and workers' compensation coverage.

The taxi drivers are largely unorganised in Alberta. Over the years there have been several attempts to form taxi drivers' associations. These attempts have been generally unsuccessful due, it appears, to lack of support from the drivers and/or resistance from the brokers. Existing taxi drivers' associations are therefore sparsely supported. Attempts are currently underway to form an Alberta Taxi Drivers' Association.

3. Scope

Due to the absence of reliable data, it is difficult to assess the size and the viability of the taxi industry in Alberta; however, some information is available that indicates the status of the industry today. The actual

number of taxicab businesses operating within Alberta is extremely difficult to determine, as a provincial registry compiling this specific information does not exist.

Statistics obtained from the provincial Motor Transport Board, indicated that there were 318 taxicab business licenses issued in 1984. These data are considered to be inflated, as many of these licenses were issued to individual driver-owners involved in a member-partnership with a single taxi brokerage. The 1984 telephone directories were used as an alternative source of reasonably accurate information. There were 129 taxicab businesses listed in the provincial directories.

Recent provincial statistics on the number of vehicles licensed as taxi cabs were obtained. As of March 31, 1984, there were 3,493 taxis registered in Alberta with the Motor Vehicles Division. Table 1 shows the numbers of registered taxis, taxi businesses, and municipal taxi licenses issued, in each of the seven survey sites. There are no restrictions on the number of taxi cab licenses issued, and these figures do not indicate the actual number of taxi cabs operating at any given time.

Table 1

REGISTERED TAXIS, TAXI CAB LICENSES AND TAXI BUSINESSES 1984

	Number of vehicles registered as taxis*	Number of municipal cab licenses issued**	Number of licensed taxi businesses***
Calgary	1503	1251	20
Edmonton	1274	1286	9
Red Deer	70	82	2
Medicine Hat	59	55	3
Lethbridge	22	15	2
Grande Prairie	32	42	1
Fort McMurray	172	197	6
Other Locations	361	NA	86
	3493		129

* Motor Vehicles Division, Alberta Solictor General

** Statistics were obtained from city offices within each of the seven survey sites.

*** The number of taxi businesses were obtained from the 1984 provincial telephone directories.

Provincial statistics for the total number of chauffeur's permits issued were not available, as a central registry for this purpose does not exist. In 1984 the seven municipalities listed issued 5,439 chauffeur's permits (see Table 2).

In addition there is an unknown number of chauffeur's permits issued by licensing authorities other than those shown. Thus a conservative estimate may place the number of chauffeur's permits issued in Alberta at 5,600.

It should be noted that most municipalities do not limit the number of chauffeur's permits issued, and that the number of permits issued may not reflect the actual number of drivers regularly driving a taxi.

Table 2

NUMBER OF CHAUFFEUR'S PERMITS*
ISSUED IN 1984

Calgary	2760
Edmonton	1789
Red Deer	263
Medicine Hat	191
Lethbridge**	39
Grande Prairie	126
Fort McMurray	271
TOTAL	5439

* Source: municipal government offices in the seven survey sites.

** Lethbridge was the only municipality which limited the number of chauffeur/taxi driver licenses issued.

4. Entry into the Industry

Typical among the Alberta municipalities is that entry into the taxi industry is non-restrictive. Commonly referred to as an open-entry system, municipalities do not restrict the number of taxi cab or chauffeur's permits issued within their jurisdictions. Underlying the notion of open-entry is that the taxi business operates as a free enterprise system and economic inequalities within the industry will be corrected by the action of market forces. Further, it is assumed a competitive taxi industry ensures a high quality of standards and service to the public.

In a closed-entry system, municipalities commonly control entry into the industry through limiting the absolute number of taxis operating within that jurisdiction, by establishing a maximum taxi-to-population ratio. Many major cities in Canada and the United States operate on a restricted entry system. Limiting the number of taxi cab licenses issued increases the value of a taxi cab license, and in some of these cities, resale value of the license can reach as high as $75,000. Advocates of the closed-entry system suggest that restricting competition serves to stablize the taxi industry and minimizes the impact of economic fluctuations. It also may provide the driver with a greater opportunity to secure more revenue than in an open-entry system.

The committee examined the issue of open versus closed-entry in relation to improved driver safety, but concluded it had insufficient information to evaluate this issue within the terms of its mandate.

The data in Table 3 highlight the differences between an open and closed-entry to the taxi industry in major Canadian cities. The number of taxi cabs per thousand persons for the seven survey sites is shown in Table 4.

It can be seen in an open-entry system far more cabs are available on a per capita basis than in a closed-entry system.

Table 3

COMPARISON OF THE NUMBER OF TAXI CABS OPERATING PER 1,000 PERSONS FOR OPEN AND CLOSED-ENTRY SYSTEMS

	Entry	Number of Taxi Cabs per 1000 persons	Private Plate Cost
Calgary	open	2.23 (1984)	nil
Edmonton	open	2.32 (1984)	nil
Toronto	closed	1.18 (1980-81)	$50,000 (or more)
Vancouver	closed	0.63 (1980-81)	$70,000 (or more)
Winnipeg	closed	0.65 (1980-81)	$20,000 (plus car cost)

Source: City of Edmonton Taxi-Cab Commission, "Sub-Committee Report: Restriction of Taxicab Entry into the Industry", p. 12 and 13.

Table 4

ESTIMATED NUMBER OF TAXI CABS PER
1000 PERSONS IN THE SEVEN SURVEY SITES - 1984

	Population	Number of Licensed Cabs	Number of Taxi Cabs per 1000 persons
Calgary	619,814	1251	2.02
Edmonton	560,085	1286	2.30
Ft. McMurray	35,352	197	5.57
Grande Prairie	24,411	42	1.72
Lethbridge	58,586	15	0.26
Medicine Hat	41,493	55	1.32
Red Deer	51,070	82	1.60

5. Legislation

As noted earlier, regulation of the taxi industry in Alberta is fragmented due to the fact that jurisdiction lies with the municipalities. However, some sections of both provincial and federal legislation are pertinent to the taxi industry and its drivers. A brief summary of these sections follows.

Highway Traffic Act,: This Act regulates motor vehicle equipment, and the "rules of the road". These regulations apply to taxi drivers and to taxi cabs as well as to the

general public. Sub-section 14.1 (1) refers specifically to taxi cabs, permitting installation of roof mounted flashing lights illuminating a sign requesting police help if the sign is not red, blue, amber or green in colour.

Employment Standards Act and Labour Relations Act: Those taxi drivers either receiving a salary from or working on a commission basis with a taxi broker would normally be considered to be employees of the taxi broker, and therefore, are protected under these acts. All other taxi drivers are excluded from the provisions of these statutes.

Workers' Compensation Act,: Under this Act, taxi drivers receiving a salary or working on a commission would be covered. All other taxi drivers would be considered proprietors and are therefore responsible for obtaining voluntary workers' compensation coverage on their own behalf. Other persons working within the taxi industry (such as mechanics who service cabs, dispatchers, and administrative staff) are considered employees and taxi company owners are required to ensure that their employees receive workers' compensation coverage.

Criminal Injury Compensation Act: Provides for the payment of compensation in respect of persons injured or killed by certain criminal acts. Under the provisions of this Act a taxi driver, upon application and examination, may be awarded wage loss and other compensation as a victim of a violent and criminal act.

Occupational Health and Safety Act: Under this Act, driving a taxi is defined as an occupation (AR-288/76) and therefore, taxi drivers are covered by provisions of the Act and regulations. Drivers can be viewed as either "workers" or "employers", as the latter term includes the concept of a self-employed worker. In this respect, the driver's particular responsibilities and duties under the law may vary depending on whether or not he actually owns the cab, leases it from the owner, or works directly for a broker.

There is no single occupational health and safety provision which specifically identifies or addresses health or safety hazards unique to driving a taxi. It should not be concluded, however, that taxi drivers are not provided with some legal protection under the Act or regulations. Indeed, all provisions of the Act and regulations apply to taxi drivers and the taxi industry as they do to other Alberta workers and employers.

Under the Act, there are general obligations placed upon taxi drivers to take reasonable care to protect their health and safety. From the committee's review of the Act, it appears that brokers are principal contractors (ref. Act clause 1(j)) as they direct the activities of one or more drivers pursuant to an agreement. Under sub-section 2(5) of the Act, the broker (as principal contractor) is responsible to ensure that his workers and the drivers working for his brokerage comply with the Act and regulations.

Other statutory provisions which may be relevant to taxi driver safety are as follows:

(a) Refusal of work which may constitute an imminent danger (S. 27, OHS Act)

This provision provides the driver with an obligation to refuse to carry out any work when he, on reasonable and probable grounds, believes that there exists an imminent danger to himself or other workers. Imminent danger has been defined as a danger which is not normal for the occupation, or one under which someone in that occupation would not normally carry out his work.

The following key elements need to be addressed on a case by case basis with respect to applying the legislative work refusal provision. The seriousness of the hazard and whether or not exposure to the hazard is seen as a normal part of the driver's working duties needs to be determined. The relative experience or level of training of the driver needs to be assessed, as would whether or not the driver was provided with or has available the appropriate protective measures so that he can perform his work safely.

A possible application of the duty to refuse would be a driver refusing to pick-up a client under suspicious or menacing circumstances. Where justified, the taxi brokers could not take disciplinary action against the driver who refused in the circumstances where he had reasonable cause to believe his own safety could be threatened.

(b) Protection from unfair disciplinary action (S. 28, 28.1 and 7(3), OHS Act)

Under these provisions, drivers have a right to be protected from unfair disciplinary action (eg. protection arising from a work refusal under S. 27). No person may dismiss or take other disciplinary action against a driver acting in compliance with the legislation (S. 28). The driver may file a complaint where he believes that he has been unfairly disciplined (S. 28.1). An OHS Officer has strong restitution and remedial powers to provide a remedy for a justified or proven complaint (Ss. 7(3)).

In summary, it can be stated that drivers have strong legislative protection under the OHS Act. Notwithstanding what may be written in various municipal by-laws or contracts, these provisions provide drivers with a statutory mechanism to refuse unsafe work and receive protection from unfair disciplinary action.

Under the OHS regulations, there are numerous provisions which address safety hazards associated with driving cabs. These sections are drafted as general performance regulations. For the purposes of this study, the more important performance regulations are found in the "General Safety Regulation" AR 448/83, as follows:

(c) Only competent workers should perform hazardous tasks (S. 14, GS Reg.)

This section requires that a driver be competent when he performs dangerous work. In this respect, it could be argued that driving a taxi in certain locations at certain times of the day does constitute dangerous work. Therefore, those drivers should be competent (ie. suitably trained, qualified and experienced to perform their jobs without compromising their health and safety). It could be argued that when a driver who is not competent, is driving a taxi in known danger areas at hazardous times, this could constitute a breach of this provision. Competency might also be construed to include training in handling violent or mentally disturbed passengers, when such contacts are part of the driver's routine.

(d) Known safety hazards should be identified and corrected (S. 15, GS Reg.)

This provision requires that known safety hazards which cannot be readily controlled or eliminated and have the potential of causing serious injury, need to be identified and brought to the attention of the driver who may be exposed to them. In this respect, it could be argued that this creates an obligation for drivers to be made (more) aware of hazards associated with driving a taxi.

(e) Machinery and equipment should be properly maintained (S. 16 and 39, GS Reg)

There is a general obligation for the employer to ensure that: equipment is maintained in a condition which will not compromise the safety of workers using or transporting the equipment; the equipment will perform its intended function, and is basically safe and free from patent defect. Further, the driver has an obligation not to use any equipment which is not safe. In this respect, it could be stated that there are legal provisions requiring that taxi cabs are safe and properly maintained.

There are other provisions which relate to some of the other concerns identified during the study, but the above are the major sections relevant to a discussion of the OHS Act and regulations.

Criminal Code of Canada: There are no specific provisions in this legislation for the protection of the taxi driver from criminal acts against him. All sections of the Criminal Code of Canada apply to taxi drivers as they would to all members of the Canadian public.

B. SUMMARY

In summary, from the above discussion of the organizational characteristics of the taxi industry, it is evident that an accurate description is difficult. There are three major

reasons for this lack of clarity: (1) the municipal authority over the industry results in inconsistencies in by-laws and procedures, (2) there is no single, uniform provincial statute to address the taxi industry, and (3) the lack of historical, systematic collection of data makes it very difficult to accurately determine the size of the industry. As a result, the taxi industry can best be understood through a gathering together and assessment of various reports and personal accounts.

SECTION III - IDENTIFIED PROBLEMS IN THE TAXI INDUSTRY

As stated earlier, one of the major objectives of the study was to determine the concerns and safety problems within the taxi industry today. The purpose of this section is to provide data and information pertaining to the areas (a more detailed discussion of taxi driver safety problems will be presented in the next section).

A brief discussion of the survey data examining the major characteristics of the taxi driver and his working environment is offered initially in order to provide further background to the identified problems.

A. TAXI DRIVER CHARACTERISTICS

A sample survey was conducted involving 127 taxi drivers in the seven geographical areas. Of those interviewed, ninety-six percent (96%) were males. Slightly over one-third (36%) were between 25 and 34 years of age, while the second largest group of drivers (32%) were 45 years of age or older. Fifty-three percent (53%) were married and fourty-eight percent (48%) had dependents. Of those drivers with dependents, thirty percent (30%) had 1 or 2 children. Slightly over one-half (57%) of the drivers interviewed were aware of the taxi driver safety study.

The survey results indicated that, sixty-five percent (65%) of the taxi drivers were driver-owners, twenty percent (20%) leased from a taxi broker, and ten percent (10%) leased from a driver-owner; the remaining five percent (5%) were employee drivers who worked directly for a broker. The greatest

percentage (32%) had been working as drivers for between 5 and 15 years, while twenty-nine percent (29%) had driven for one to 5 years. Approximately twenty-eight percent (28%) had driven taxi for less than one year. Most drivers (80%) worked full-time throughout the year. While a number of those interviewed had driven a taxi for less than a year, the findings suggest that many drivers view driving a taxi cab as a career.

Of all drivers interviewed, twenty-three percent (23%) reported health problems as a result of driving a taxi cab. The most frequently cited problems were back and neck problems, overweight, heavy smoking, "bad nerves". Those who had driven a cab longer were more likely to report health problems. Approximately thirty-eight percent (38%) of those who had driven more than five years reported job-related health problems; this compares with eight percent (8%) reporting health problems among those who had driven less than five years. The age of a driver was not related to reported health concerns: younger drivers who had driven more than five years were about as likely to report health problems as older drivers with the same years of experience.

Health problems also appear to be related to the number of hours a driver works on a daily basis. Approximately twenty-five percent (25%) of those who work 12 or more hours a day reported health problems as a result of driving a taxi. Just eleven percent of those who worked fewer than 12 hours a day reported such health problems.

B. EMPLOYMENT CONDITIONS

> "Taxi drivers are often attracted to the industry because of the independence that it offers them. They have some flexibility over the hours that they work, and in some cases they can enter and leave their jobs almost at will, meaning that they can experience a certain amount of mobility." (Gilbert and Samuels, 1982)

Characteristically, the taxi driver works independently and commonly determines when and how long he is going to drive. Many of the drivers interviewed (63%) worked most of their daily hours between 6 a.m. and 2 p.m, with some starting earlier and others finishing later. Seventy-six percent (76%) of drivers reported working 12 hours or more a day. It has been observed that in Alberta, taxi drivers tend to work very long hours. This fact may be attributable in part to the economic downturn of the 1980's, coupled with the increasing number of taxi cabs and drivers. Such a combination has resulted in intense competition within the taxi industry leading to taxi drivers working longer hours in an attempt to earn a reasonable income.

The taxi business remains a predominantly cash transaction business. Results from the survey indicated that credit cards are infrequently used in the smaller municipalities, when paying for taxi services. Forty-three percent (43%) of all drivers surveyed reported that credit cards were never or hardly ever used in their daily transactions. Two-thirds of the drivers (66%) carried all of their daily earnings with them

while driving and deposited their cash at the end of their shift. As a precautionary measure, only twenty-nine percent (29%) of drivers refused to cash large bills (i.e. $50 or $100 bills).

The fact that a driver works alone and conducts his business predominantly on a cash basis, makes the taxi driver vulnerable to attack. This may be aggravated for drivers working night hours who may face greater risks than those working daylight hours. Criminal activities, prostitution, and alcohol and drug consumption appear to occur more frequently at night.

Training requirements for becoming a taxi driver in Alberta are minimal. As mentioned earlier, a chauffeur/taxi driver's license is obtained relatively easily: most Alberta municipalities require a criminal and driver abstract review, a test of knowledge of the city and by-laws, and the possession of a class 1, 2, or 4 provincial driver's license. Some municipalities also require the completion of a defensive driving course. Very few companies require or provide any additional training to their drivers. Most of the drivers interviewed stated that the only training, if any, they received, (other than obtaining a chauffeur's permit) was "on the job" training. This type of training involves accompanying another driver either for a couple of hours or weeks (depending on the company) for reasons of familiarization with vehicle equipment and geographical area. The majority of taxi drivers interviewed (65%) did not want any additional training in driving a taxi.

C. IDENTIFIED PROBLEMS IN THE INDUSTRY

As previously indicated, one of the most important aspects of the study was to determine the problems associated with the taxi industry in Alberta today. All individuals who participated in the survey or other interviews were therefore asked to identify problems in the taxi industry.

In the larger centres of Edmonton and Calgary, twenty-one percent (21%) of the taxi drivers surveyed indicated that dealing with drunks or undesirable passengers was the most serious problem they faced. Many drivers indicated that these types of passengers may be abusive, aggressive, and unpredictable in behavior. It was also noted that inebriated passengers commonly soil and abuse the interior of the taxi cabs. Although perceived as a serious problem, a high percentage (70%) of all surveyed taxi drivers stated that they were not obligated to pick up all passengers requesting their service.

Nineteen percent (19%) of surveyed drivers felt that risk of personal safety or robbery was the most serious problem in the industry. These respondents felt that taxi drivers were an easy target for both violent attacks and robbery.

The issue of passengers refusing to pay their fare or "running out" on their fare was perceived by twelve percent (12%) of taxi drivers as the most serious problem. These drivers indicated that fare disputes are commonly associated with transporting drunk passengers. Once reaching their destination, the passenger may indicate that he/she has no money, refuses to pay the fare, or runs off without paying.

When asked in the survey how frequently they were involved in fare disputes, sixty percent (60%) of taxi drivers indicated "hardly ever" or "never" and thirty-seven percent (37%) indicated "sometimes". Many taxi drivers also remarked that drivers, when faced with a fare dispute, will not force the issue of payment because they don't want to provoke a physical attack.

Nevertheless physical violence does occur all too often. If there is more than one passenger there may be "pushing around" and abuse until the driver or passengers leave. On other occasions the committee was informed that the driver is invited, or pursues a passenger, into a residence, often an apartment block, whereupon he is physically attacked by one or more persons. At the time of writing this report one such recent incident resulted in serious injuries to the driver from knife wounds. Long hours and poor wages were cited by nine percent (9%) of drivers as the most serious problem in the industry.

The most serious problems identified by taxi drivers were also examined separately for the large and small municipalities (see Table 5). One-third of drivers in the smaller centres reported risk of personal safety or robbery as the most serious problem while 17% felt having to deal with drunks and undesirable passengers was the most serious problem. Conversely, drivers in Edmonton and Calgary viewed dealing with drunks and undesirable passengers as the most serious problem (21%) followed by the risk of personal safety or robbery (18%).

Several other differences between the large and small cities also emerged. The third highest percentages of drivers rated poor motorists as the most serious problem in the small centres (13%) and fare disputes as the most serious problem in the large centres (12%). In the small centres, a further 8% identified traffic safety as their most serious concern. Drivers in the large cities were more likely (9%) to identify "too many taxicabs" as the most serious problem than were drivers in the small cities (2%).

Table 5

MOST SERIOUS PROBLEM IDENTIFIED BY TAXI DRIVERS WITHIN THE TAXI INDUSTRY IN ALBERTA

Most Serious Problems	Percentage of Drivers in the larger Centres *	Percentage of Drivers in the Smaller Centres**
Dealing with drunks or undesirable passengers.	21.5	16.7
Risk of personal safety or robbery	18.5	33.3
Fare disputes/ passengers not paying	12.3	5.0
Long hours-poor wages	9.2	6.7
Too many Taxicabs	9.2	1.7
Poor Drivers	3.1	13.3
Traffic Safety	Not identified	8.3
Aggressive passengers	Not identified	5.0
Inadequate Regulation	7.7	Not Identified

* The larger centres are Calgary and Edmonton
** The smaller centres are Ft. McMurray, Grande Prairie, Red Deer, Lethbridge, Medicine Hat.

Taxi drivers were also asked to offer suggestions for improving or solving the serious problems within the taxi industry. A large proportion of drivers in both the larger centres (23 %) and smaller centres (41%) could offer no solutions. Twenty-nine percent (29%) in the smaller centres wanted better protection for taxi drivers through the installation of protective devices and the implementation of safety procedures. Fourteen percent (14%) of taxi drivers in Edmonton and Calgary also suggested these methods of improving taxi driver safety.

Sixteen percent (16%) of drivers in Edmonton and Calgary suggested that regulation of the taxi industry by limiting the number of taxi cab licenses issued would solve the problem of too many cabs operating. Some drivers in the smaller centres (7%) wanted stricter regulations for both taxi drivers and motorists in general, particularly in reference to licensing requirements. Eleven percent (11%) of drivers in Edmonton and Calgary also favoured stricter regulation of the industry in general.

Some drivers in the smaller centres (5%) wanted to see more driver education programs, while eleven percent (11%) in Edmonton and Calgary suggested taxi driver education programs include training regarding the handling of passengers. Many of these drivers felt that if taxi drivers knew how to handle difficult or obnoxious passengers, many conflicts would be avoided.

A summary of the suggestions for addressing of the problems within the taxi industry can be found in Table 6.

Table 6

TAXI DRIVERS SUGGESTIONS FOR IMPROVEMENTS
TO PROBLEMS WITHIN THE TAXI INDUSTRY

Suggestions for Improvement	Percentage of Drivers in the Larger Centres*	Percentage of Drivers in the Smaller Centres**
No solution	23.4	41.4
Regulation of entry into the taxi industry.	15.6	not identified
Increased safety by the use of more protective devices and procedures.	14.1	29.3
Better regulation of the taxi industry and motorists in general.	10.9	6.9
Improved driver education	Not identified	5.2
Stiffer penalties for criminal acts against drivers.	Not identified	5.2
Training of drivers in public relations.	10.9	Not identified

* The larger centres are Calgary and Edmonton
** The smaller centres are Ft. McMurray, Grande Prairie, Red Deer, Lethbridge, Medicine Hat.

In addition to taxi drivers, several other groups were interviewed about problems in the taxi industry. Of the eleven Alberta taxi brokers interviewed, three felt that the risk of violence and robbery against the taxi driver was the most serious problem within the taxi industry. Two taxi brokers felt that drivers having to deal with drunk or undesirable passengers were the biggest problems. A further two viewed fare conflicts (passengers running out on fares) as the most serious issue.

Four representatives from Alberta municipal police departments participated in the study. All four representatives identified risks against a taxi drivers' personal safety as the most serious problem facing the taxi industry today.

Problems frequently identified by other participants in the study were: lack of adequate compensation for drivers in the event of sickness, disability, or death, and lack of power on the part of the drivers to influence change in the taxi industry.

A number of study participants mentioned that there was a problem in the way the police treated taxi drivers. They felt that police officers harassed taxi drivers and were slow in responding to calls from drivers. Results from the survey indicated that although the majority of taxi drivers interviewed (67%) felt that relations between the police and taxi drivers were positive, ranging from "slightly good" to "very good", some twenty-six percent (26%) of drivers reported relations with the police to be either "moderately bad" or "very bad". Fifty-nine percent (59%) of drivers expressed

satisfaction with police response to calls from drivers, and sixty-one percent (61%) were satisfied with police treatment of taxi drivers.

In summary, although the identified problems within the taxi industry differed somewhat between the larger centres and the smaller centres surveyed, the most frequently cited problems overall were: taxi drivers having to deal with drunk or undesirable passengers; risk to the drivers' safety and of robbery; and disputes over fares or non-payment of fares. In addition, a substantial proportion of drivers in the smaller cities identified serious concerns related to traffic and driving. Many drivers could offer no suggestions for addressing the identified problems. Overall, those drivers who did offer suggestions favoured the increased use of protective devices and safety procedures, and more regulation of the taxi industry including entry to the industry. These observations were also supported by those persons who participated in the other meetings and interviews.

SECTION IV - DRIVER SAFETY IN THE TAXI INDUSTRY

The incidence of violent physical attacks and robberies against taxi drivers is a serious concern in this province; however, the actual number of incidents and the motives behind such attacks remain largely unknown. It is the intent of this section to provide an insight into this area by presenting some crime statistics and information about how conflicts arise which may threaten the safety of a taxi driver. Statistics concerning motor vehicle accidents involving a taxi cab will be presented here in order to document an additional aspect of taxi driver safety.

A. CRIMES AGAINST DRIVERS

Criminal statistics for common assault, armed robbery, robbery with violence, murder, and so forth, pertaining specifically to the taxi driver, as a victim, are virtually unobtainable. During the course of the research for this study, it was discovered that although criminal statistics are compiled, they are not available for specific occupations. However, through the co-operation of the Edmonton and Calgary police departments and the K Division of the RCMP, some statistics were manually retrieved for the purpose of this study. The available statistics are limited to Edmonton and Calgary as a result of the retrieval problems. Additional statistics, although not comparable, were provided by the Vancouver police department and the police departments in Newark, New Jersey and Baltimore, Maryland, USA.

Homicide statistics for the last ten years indicate that in Calgary, there were four taxi drivers murdered and two attempted murders. Robbery was found to be the motive in three out of the four murders. The fourth murder involved a sexual assault. In Edmonton, there were also four taxi drivers murdered during the same time period. It should be noted, however, that all four of these murders took place within the last four years. Robbery was found to be the motive for one murder, another involved a sexual assault, and a third involved a fare dispute. Details concerning the fourth murder are not available, because it is currently before the courts. On July 29th, 1984 a taxi driver was killed in Medicine Hat.

Statistics from Vancouver indicate that there have been two taxi drivers murdered in the last ten years. In both cases, robbery was the motive. Caution should be exercised when making comparisons among Vancouver, Calgary, and Edmonton, as the statistics released from Vancouver describe only those murders taking place within the City of Vancouver and not the entire Lower Mainland area. In both Calgary and Edmonton, the homicide statistics include murders occurring both within the city and outside of the city, provided that the driver originated from that city.

No police data concerning the incidence of assaults on taxi drivers were obtained. Because assaults occur so frequently, any attempt to manually retrieve specific information pertaining to taxi drivers would be very difficult. In any event, the accuracy of such information would likely be questionable as taxi drivers often do not report assaults against them.

Some statistics concerning the incidence of robbery against taxi drivers are available. It should be noted that these statistics are both incomplete and non-comparable because the classifications for the types of robberies differ among jurisdictions. Statistics for Calgary indicate that there was an average of seven robberies with assault involving taxi drivers per year over the last five years. In Edmonton, there were ten armed robberies in 1979, nine in 1983, and 12 for the period of January through August 1984. In addition there were eight robberies with violence in 1979, four in 1983 and two for January through August 1984.

Robbery statistics for the Vancouver area indicate that the incidence of robbery against cab drivers has decreased from 28 in 1981 to 15 in 1983. Twelve robberies were reported between January and July 1984.

Statistics regarding criminal acts against taxi drivers were also available for Baltimore, Maryland and Newark, New Jersey. Although information is sparse, it is obvious that these cities also experience problems with criminal acts against taxi drivers. In Baltimore, Maryland, which has a population of 786,000 there were 108 reported assaults and robberies against taxi drivers in 1983. In Newark, New Jersey (population 329,000), there were 18 armed robberies of taxi drivers in 1983.

An unusual source of information was able to shed some light on incidents resulting in injuries to taxi drivers. The Workers' Compensation Board of British Columbia was able to retrieve lost time claims from taxi drivers which resulted from acts of violence. Between 1981 and 1983, 59 such incidents were

reported: the majority (29) were classed as violent assaults without robbery; 16 involved fare disputes; 6 involved attacks by other cab drivers; and 5 involved robberies. It is interesting to note that more than a quarter of these violent incidents (15) involved inebriated passengers.

The Alberta taxi driver questionnaire included questions pertaining to the incidence of conflicts between taxi drivers and passengers, and the events leading up to such conflicts.

Survey results indicated that thirty-eight percent (38%) of taxi drivers had been threatened by passengers. Thirty percent (30%) had been threatened in the last year. Physical assaults were reported by fifteen percent (15%) of the taxi drivers, and seven percent (7%) claimed that they had been physically assaulted by a passenger within the last 12 months. Four percent (4%) of all drivers indicated that they had been robbed at least once while working as a taxi driver; two percent (2%) stated they had been robbed in the last 12 months. When asked if they had ever been 'cheated' out of a fare (ie: short-changed, a passenger refusing to pay, or running off without paying), seventy-five percent (75%) of the taxi drivers indicated experiencing this situation at least once; fifty percent (50%) had been cheated at least once in the past year. For a complete breakdown of these statistics see Table 7.

Table 7

INCIDENCE OF CONFLICT BETWEEN THE TAXI DRIVER AND THE PASSENGER

(Taxi Driver Safety Study Questionnaire - 1984)

Incident	Within Their Taxi Driving Career	With the Past Twelve Months
Cheated	75%	50%
Threatened	38%	30%
Physically Assaulted	15%	7%
Robbed	4%	2%

Taxi drivers surveyed were asked to describe the types of circumstances which may lead to a conflict with a passenger. Most of the drivers surveyed indicated that it was very important that taxi drivers know how to handle their passengers and be able to judge their character. Drivers not having the know-how to handle particular situations (often referred to as lacking "street smarts") were thought to be most vulnerable to robbery and assaults.

Drivers reported that the largest number of problems arises from drunk, obnoxious, or argumentative passengers. Such passengers may make ethnic, racial, or other personal remarks about the driver. If the driver cannot respond appropriately, a fight may ensue.

Drivers running after passengers who refuse to pay their fares was another situation indicated by the taxi drivers surveyed. Many drivers stated that if the passenger is drunk or aggressive, it is better for the driver to accept the loss of fare rather than risk a physical attack.

In cases where a taxi driver has been murdered and robbery was found to have been the motive, most of the drivers interviewed felt that the victim probably did not react appropriately to the situation. These drivers felt that if the driver knew how to deal correctly with the situation (as opposed to "panicking"), they may not have been murdered.

Throughout this study the committee was informed that many incidents of fraud, abuse and even physical aggression are not reported by drivers. They often wish to avoid the "hassle" of further involvements which might result in further "lost wages". As one broker representative stated to the committee "I couldn't put a handle on even a ball park figure because....(they) just forget it, learn from experience and just keep on working."

In summary, the reported official incidence of crimes against taxi drivers in Alberta is likely to seriously underestimate the magnitude of the problem. However, due to differences in collecting, reporting, and retrieval procedures, the official statistics for such crimes cannot be compared with the incidence in other jurisdictions to determine the relative seriousness of the problem. However, extensive interviews with taxi drivers and others closest to the taxi industry suggest that taxi drivers are cheated, threatened and assaulted at alarmingly high rates.

B. MOTOR VEHICLE ACCIDENTS

According to the Alberta Department of Transportation, taxis were involved in 1.6% of all Alberta motor vehicle accidents in 1982, the last year for which relatively complete data were available. Of all collisions involving taxi cabs in the province in 1982, 37% occurred in Edmonton and 44% occurred in Calgary. The largest percentage of collisions involving taxis occurred on Fridays (17%) while the smallest percentage took place on Sundays (11%). Such collisions most frequently occurred (26%) during the rush hours between 3:00 pm and 6:59 pm.

Typically, most of the municipalities in Alberta enforce vehicle inspection standards, and Edmonton and Calgary taxi owners are required to have their taxi cabs inspected for mechanical and operational safety every six months. Statistics for 1982 show that in over 99% of all taxi cab crashes, there was no evidence of mechanical defect.

Driver training standards for taxi drivers across the province are minimal. Few municipalities require anything more than the possession of a provincial drivers license as an indication of driving ability. The sole additional driver training requirement was found to be the completion of a defensive driving course. Taxi brokers and owners typically do not require anything more than the possession of a valid chauffeur's permit. Poor drivers usually find themselves suspended or terminated from driving with that broker or owner if they have too many fault-accidents. One Calgary taxi driver estimated that taxi drivers have an accident once every ten months on the average.

Statistics from Alberta Transportation indicate that the single most common taxi driver-error found in 1982 was failure to yield the right-of-way; however, in forty-seven percent (47%) of all cases, the taxi driver was found to be driving properly. Driver impairment due to alcohol, drugs, fatigue or a medical condition was cited in fewer than 6% of taxi collisions.

SECTION V - ACCIDENT AND DISABILITY INSURANCE

This section will describe the status of the Alberta taxi driver with regard to accident and disability protection, to indicate what is available to these drivers, and to describe the type of protection available to taxi drivers in other Canadian provinces. A discussion follows, summarizing the results of the survey and interviews regarding the issue of insurance protection for the Alberta taxi driver.

On June 24, 1980, the Supreme Court of Canada delivered a judgement that "As no wages flowed from the employer-owner to the lessee-driver, the relationship of employer and employee did not exist here within the meaning of the statute" (Alberta Labour Act). This decision was rendered on an appeal of a ruling of the Alberta Board of Industrial Relations that a relationship of employer and employee did exist between brokers and taxi drivers. The effect of the decision of the Supreme Court of Canada is that lessee-drivers are viewed as self employed, and it has implications on the status of drivers for the purposes of accident and disability insurance.

A. Workers' Compensation

The coverage of taxicab drivers under the Workers' Compensation Act in Alberta is a fairly recent development in the history of the Board. Prior to 1974, the Workers' Compensation Act of Alberta applied only to the industries listed in schedule 1 of the Act. The "General Regulations" to the Act prior to 1974 specifically excluded the industry of taxicabs. With this

exclusion in the regulations, the Board would not extend coverage to taxi drivers.

In 1974 a new Workers' Compensation Act was passed and it applied to all workers and all employers in all industries in Alberta except the industries designated as exempt in the "General Regulations". In 1974 taxicab services were designated in the regulations as exempt however under the new Act, coverage would be extended to a taxicab driver if he applied for coverage as an independent operator.

On January 1, 1978 the "General Regulations" were amended and the industry of taxicab services was no longer considered as exempt. However at that time, the Board considered lessee drivers and owner-operators to be in business for themselves and not to be workers of the taxi brokers. After January 1, 1978, individuals who drove taxis and received a salary or commission from the taxi broker were considered workers to whom the Act applied, as were all other individuals employed by the taxi brokers.

A new Workers' Compensation Act came into effect in Alberta on January 1, 1982. In this Act the definition of an independent operator was replaced with a more restrictive definition of a proprietor. The Act provided the Board with the authority to deem certain classes of individuals to be proprietors. The Board passed an Order in 1982 to deem all individuals driving taxicabs to be proprietors except those receiving salary, wages, commissions or bonuses or some other form of remuneration from the taxicab broker or owner. Under this Order, all owner-operators and most lessee drivers of taxicabs

were not considered to be workers of the taxi brokers. All other individuals employed by the brokers are covered under the Act at present.

An owner-operator or lessee driver of a taxi may obtain personal coverage from the Board in any amount between a minimum of $9,900.00 and a maximum of $40,000.00. The 1985 rate of assessment that applies to the operation of a taxicab is $2.10 per $100.00 of assessable payroll. The cost of a year's personal coverage at the minimum would be $207.90. At the maximum, a year's coverage would cost a driver $840.00.

At the present time only a very small number of Alberta taxi drivers are covered by the Alberta Board. As of November 1, 1984, forty-four individuals had opened accounts for personal coverage in this industry. In the two year period of November 1, 1982 to November 1, 1984, twenty claims were accepted for taxi drivers by the Alberta Board (Table 8).

Table 8

NUMBER OF COMPENSATION CLAIMS SUBMITTED TO THE WORKERS' COMPENSATION BOARD BY TAXI DRIVERS (ALBERTA, 1982-1983)

Type of Accident	Number of Claims
Assault	1
Motor Vehicle Accident	6
Changing a Tire	3
Lifting Luggage	10
Total Claims	20

Worker's compensation coverage of taxi drivers in British Columbia, Saskatchewan, Manitoba, and Ontario is essentially the same as it is for taxi drivers in Alberta. Taxi drivers who pay a fixed rental fee to brokerages are considered independent operators and may obtain worker's compensation on a voluntary basis. Those that do not apply are not covered. If an employer-employee relationship is established between the broker and the driver (i.e. a situation where the driver either receives a salary from, or works on a commission basis with a brokerage) workers' compensation coverage is mandatory. Such relationships are common in Vancouver, Winnipeg and Yellowknife. The majority of taxi drivers in Vancouver work on a commission basis with the brokerages and these drivers are covered under the Worker's Compensation Act of British Columbia. Taxi drivers in Winnipeg are independent contractors and under the Manitoba Taxicab Act they may not lease their taxis to other drivers. They may, however, "hire" drivers, and as a result are required to provide this driver with workers' compensation coverage. In Yellowknife, approximately seventy percent (70%) of driver-owners hire other drivers to drive their cabs.

In Quebec, coverage of taxi drivers is essentially the same as in other provinces. Most owner/operators are not covered by the Commission de la Securitie et de la Sante de Travail (CSST) unless they take out personal coverage. If a driver is hired by a broker (hence the broker owns the cars), the driver is considered an employee and is covered by the CSST. Only a few brokers in Quebec hire drivers as employees and hence must provide coverage.

The information provided in Table 9 indicates the numbers and types of claims made for compensation by taxi drivers in British Columbia, Ontario, and Quebec. Comparisons of claims data between the provinces cannot be made because of differences in coverage of taxi drivers along with differences in the way that occupation and industry are defined. Claims data for Ontario are inflated as the occupation code for taxi drivers also includes ambulance drivers. The claims data for British Columbia and Quebec are for taxi drivers only. Due to the number of taxi drivers covered by the WCB in British Columbia and the methods used to code their claims, the statistical information from British Columbia is considered to be most useful. Motor vehicle accidents, overexertion and acts of violence have accounted for the majority of lost time incidents reported to the WCB by taxi drivers over the last several years.

Table 9

COMPENSATION CLAIMS FOR TAXI CAB DRIVERS
BY TYPE OF ACCIDENT, 1981-83 FOR
BRITISH COLUMBIA, ONTARIO AND QUEBEC

Type of Accident	British Columbia	Ontario	Quebec
Over exertion, bodily reaction	113	1132	2
Motor Vehicle Accident	155	103	15
Acts of Violence	59	not available	not available
Struck by object	21	110	1
Fall from same level	25	82	3
Caught in/under/ between	10	55	2
Contact with toxic substance	1	26	5
Fall from elevation	27	23	3
Other	6	68	2
Total Claims	417	1599	33

B. Crimes Compensation

The Criminal Injuries Compensation Act is administered by the Crimes Compensation Board. The Board is empowered to receive and adjudicate claims and to provide assistance to victims of violent crimes who suffer financial loss as a direct result of injuries or deaths. Claims may be considered by the Board if the crimes and injuries occurred in Alberta, the details have been reported to police within a reasonable time, the claim is received by the Board within one year of the injury or death and the loss for which the claim is made exceeds $100.00.

Published decisions of the Board were examined to identify the claims submitted by taxi drivers, the type of incident resulting in an injury and the motive and purpose of compensation awarded.

The Board may approve monthly, interim, supplemental or final awards. For its purposes the committee examined only the final awards.

In the fiscal years, 1982-83 and 1983-84, the Board made in total 283 and 345 final awards. Awards to taxi drivers or dependents from criminal acts occurring while carrying out their occupation totalled 10 in each year. In summary the awards over these 2 years were made for incidents involving murders (3), assaults using a weapon (8), assaults occurring in connection with robbery (4), assaults following disputes over payment of fares (2) and the remainder comprised of assaults over racial discrimination or of no recorded motive.

Compensation for these 20 awards totalled $38,339, consisting of $26,855 in lost wages, $8,670 in funeral expenses and $2,814 for damages and medical expenses. The median wage loss award was $600. The committee notes than an approximate figure of $65.00 per day was used by the Board in awarding lost wages to taxi drivers. Excluding the three murders and one permanent disability the total number of wage loss days was 325.

At present it seems that criminal injuries compensation is of itself making a partial contribution to some of the victims. The committee does not know if more awareness of the criminal injuries compensation scheme would result in more reporting of crimes involving physical injury.

C. Private Insurance

During the survey taxi drivers were asked if they had life and/or disability insurance. Approximately one third reported they had life insurance and less than one in five reported coverage through a disability insurance program.

Several brokerages offer packages covering death, disability, drugs and dental benefits to their drivers on an optional basis. Premiums are of course based on the benefits offered. Those drivers participating are billed through the stand rent. One broker indicated to us that only five percent (5%) of his drivers participated. The reasons for the low participation rate offered by this broker were "they feel they don't need it. They feel they can't afford it. They feel that they're not going to be here long enough." This view was shared by another brokerage which indicated lack of response to its benefit package offer.

The insurance industry can provide comprehensive insurance schemes to the taxi industry, usually offered and administered by the brokerages. Recently the Calgary Taxi Commission sought information on a package including major medical/extended care benefits and accidental death benefits, and kindly supplied this information to the committee.

This package is based on a seventy-five percent (75%) participation rate and broker administration. Major medical/extended care benefits will require a premium of $37.68 per year (single) and $108.96 per year (family). The accidental death benefits premium of $48.00 per year would provide a lump sum payment of $50,000. Thus the total package premium would amount to $85.68 - $156.95 per year. This would be administered through stand rent.

The committee also consulted an insurance broker for a quotation on a disability/accidental death benefits package. The committee was informed that with a minimum participation of 1000 taxi drivers a yearly premium of $152.40 would provide a benefit of $50,000 on accidental death or payments of $250 per week disability for loss of earnings up to two years.

D. Coverage of Taxi Drivers

The findings of the interviews, submitted briefs, and the survey, suggest that the majority of respondents agree in private with the idea of insurance protection for the taxi driver, however, results from the survey indicate that a relatively small percentage of taxi drivers, have such insurance coverage. Thirty-six percent (36%) of the taxi drivers interviewed indicated that they had life insurance

coverage; 17% had disability insurance; 7% had workers' compensation (either as self-insured proprietors or as employee-drivers); and 8% had unemployment insurance.

When asked about insurance coverage, 91% of the taxi drivers expressed the view that all drivers should be covered for disability in the event of an accident while working, and 83% felt that this coverage should be required by law. Ninety-six percent (96%) indicated that all drivers should be covered if disabled by a physical assault while working, and 84% thought coverage should be mandatory.

Ninety-six percent (96%) of the drivers also thought that all drivers should have life insurance coverage, and 94% felt this should be required by law. Table 10 provides a complete breakdown of the taxi drivers' opinions regarding insurance coverage.

Table 10

Taxi Drivers Opinions On Accident And Disability Insurance

Type of Insurance	Percentage of drivers who think all drivers should be covered	Percentage of drivers who think that this coverage be made mandatory
Coverage in the event of an accident while working	91%	83%
Coverage in the event of an assault while working	96%	84%
Coverage in the event of death while working	96%	84%

Information provided from the interviews and the written submissions also indicated a favourable response to adequate insurance protection for the taxi drivers. Many of the participants commented that it is very important that taxi drivers obtain coverage since the nature of the job is one of high risk. Not only are taxi drivers faced with personal harassment and the threat of violence, they must also deal with the stresses associated with extremely long working hours, isolated areas, lifting heavy baggage, heavy traffic, and so forth.

Some of the study participants held the opinion that taxi drivers did not obtain adequate coverage because of the "it can't happen to me" attitude. Others observed that many drivers did not feel they could afford to pay the premiums, and further, that many drivers were not aware of the type of coverage available to them.

Some brokers noted that providing compensation coverage presented many administrative problems such as maintaining control over up-to-date driver registration and premium payment.

In summary, workers' compensation coverage for most Alberta taxi drivers is not mandatory since they are considered self-employed and are therefore responsible for obtaining insurance coverage independently. Alberta's situation is relatively similar to other Canadian provinces. Although the Crimes Compensation Board does provide some measure of remuneration, it is a time consuming process and awards are minimal with no compensation provided for loss opportunities or punitive claims. Private insurance, while appealing on the

surface, requires significant voluntary participation. The benefits may not match those provided by the Workers' Compensation Board, nor is it likely private insurance would offer physical or vocational rehabilitation to injured drivers.

Although relatively few taxi drivers in Alberta have life or disability insurance coverage, the majority surveyed were in favour of mandatory insurance coverage. In general, participants (in both interviews and submissions) supported the concept of accident and disability insurance coverage for all taxi drivers; however, they also noted the administrative and financial implications of such coverage.

SECTION VI - APPROACHES TO IMPROVING TAXI DRIVER SAFETY

Complete protection of the taxi driver from criminal assaults and acts cannot be accomplished through the implementation of a single crime prevention measure. In the opinion of the committee, it requires the co-ordination and implementation of a number of prevention strategies and measures to minimize the risk of personal attack against taxi drivers.

This section will report on crime prevention strategies and protective measures that the committee has reviewed and will comment where appropriate on further suggestions which were made.

A. PREVENTIVE STRATEGIES

The safety of the taxi driver appears to be a major concern in many North American jurisdictions, particularly in large cities. To address this concern, considerable emphasis has been directed towards crime prevention strategies, including co-ordination with police departments, the provision of safety training and crime prevention programs for taxi drivers, and programs to improve the public image of taxi drivers.

1. Programs

Several crime prevention programs were reviewed which depend upon close cooperation between the taxi industry and the local police department. While the community at large benefits from such programs through increased vigilance,

taxi drivers benefit from quick access to and increased responsiveness from the police.

Many jurisdictions in the United States have implemented "Taxis on Patrol" (TOP) or "Cabs on Patrol" (COP) programs. These are programs where the taxi operators work with the local police department by reporting all suspicious activities (eg. robberies, accidents, fires) observed by taxi drivers while on duty. The taxi drivers notify dispatchers by radio of a crime in progress or a suspicious activity, and the dispatcher contacts the police either by means of a direct line or an emergency number. To publicize the programs, taxis carry a decal signifying they are on patrol and in instant contact with the police.

One example of a co-ordinated crime prevention program is seen in Baltimore, Maryland. In addition to the operation of the TOP program, the Baltimore police department also assigns armed policemen to drive taxis in areas where there is a high propensity for crime; policemen are also required to visually inspect all taxi cabs for signs of suspicious activity.

Another type of police-taxi industry program is that offered in Boston, Massachusetts. The police department provides information to the taxi industry on all criminal incidents (ie. robberies, assaults, murders) involving a taxi driver. This information is circulated to all taxi drivers by means of posted bulletins within the taxi brokerage or through industry newspapers in Boston.

Taxi drivers in Alberta have also played an informal yet significant role by alerting the appropriate authorities of accidents and emergencies in the community. Such programs appear to increase co-operation and rapport between members of the taxi industry and the police department, as well as to address the crime problem.

2. Training

Taxi driver safety training has also been utilized by members of the taxi industry as an attempt to reduce the incidence of criminal attacks against taxi drivers. Many of the participants in the study indicated that it was important for a taxi driver to know how to "size-up" passengers and to correctly deal with a situation.

There are some jurisdictions that provide training to their taxi drivers. One such program is offered in New South Wales, Australia, wherein all taxi drivers are required to attend lectures on driver safety. Course instruction includes defensive driving, training in how to recognize a potentially dangerous situation, and training regarding the handling of such a situation so as to avoid aggravating the passenger. Included in this course is a training video film offered by the New South Wales Police which provides the driver with information on how to recognize passengers who may be potential trouble-makers, how to deal with a situation should a problem arise, and also some general preventive tips concerning the avoidance of criminal attack. The committee obtained a copy of this film and recommends its pragmatic approach. This film is available from the Occupational Health and Safety Division Library.

Similar safety training takes place in other jurisdictions, such as Boston, Massachusetts, and Vancouver, British Columbia. In Boston, new taxi drivers receive a basic course in applied abnormal psychology which involves instruction in identifying potential trouble makers and methods of handling them. The course is offered by taxi drivers with more than 20 years experience. The Vancouver Taxi Cab Association Driving School also includes some instruction in taxi driver safety. Included in this eight day driving course is a two-hour lecture provided by the Vancouver police department concerning taxi driver safety and how to handle potentially dangerous situations.

In Alberta, very little is offered in the way of safety training for taxi drivers. The most typical type of "training" offered is the provision of a pamphlet containing safety tips (ie. what to do in the event of a robbery) produced by the taxi commissions and the local police departments. (Appendix V). Some brokerages, such as Alberta Co-op Taxi Line Ltd., offer a list prepared by the Edmonton Police Department of "do's" and "don'ts" in the event of an armed robbery.

It is significant that Alberta taxi drivers expressed little interest in receiving additional "training for their jobs", but that seventy-one percent (71%) of the drivers indicated they were interested in receiving "training in how to handle difficult or dangerous situations involving passengers".

3. Industry Image

Throughout the course of the study, one of the more frequent comments offered was that the taxi industry has a poor public image. Many of the individuals interviewed felt that the public has little respect for the taxi industry and views driving a taxi as a job of last resort.

The public image of the taxi industry has been and continues to be a concern of the operators within the taxi business.

Previously it has been indicated in this report that the taxi industry provides a very valuable community service. Taxi drivers transport the elderly and handicapped persons, and children with special needs and often report emergencies, accidents and crimes to the police. Much of this activity goes unnoticed by the public.

A recent authoritative study of the taxi industry (Gilbert & Samuels, 1982) states:

> "Few industries in the United States are as poorly understood as is the taxicab industry. To many people taxicabs conjure up images of vices ranging from prostitution to illicit liquor; taxi drivers are viewed with suspicion; and driving a taxi is considered a job of last resort."

While many operators view the industry's public image as a major problem, there has not been a concerted effort made to improve that image. One broker informs its drivers that "the greatest promotional asset any form of business can have is good public relations." Such operators are attempting to improve the image of the taxi industry by improving the image of the taxi drivers. Drivers are trained in public relations and may be required to wear a suit or uniform. The brokers hope that, by requiring drivers to present a professional image, the perception of the occupation of taxi cab drivers will be improved.

It should also be noted that a substantial number of taxi companies have undertaken a public service campaign aimed at removing impaired motorists from the road by encouraging the general public to take a taxi home rather than to drive themselves. Taxi companies, such as those in Red Deer, work together with other service organizations and hotel associations, on the Driving Under The Influence (DUTI) program. Developed and directed by the Red Deer Optomist Club, the DUTI program involves distributing vouchers for taxi fares to potentially impaired drivers. The taxi companies contribute one dollar per voucher and the hotel or service organization usually contributes as well. It is hoped that by providing the financial incentive to take a taxi, there will be a reduction in the incidence of impaired driving.

4. Prepayment of fares

When a driver is cheated, he has little practical recourse

to retrieve the money owing him. Although under the Criminal Code he may press charges of fraud, this is time consuming and costly, in terms of lost opportunities, for the driver to pursue especially if the money owing is relatively small. In addition the Criminal Code provides that in certain cases a court that convicts an offender can order that offender to repay the victim for ascertainable loss or damage. Another alternative is to seek restitution under the Small Claims Act . The committee was not made aware that either recourse was taken by taxi drivers. The driver is more likely to simply "write off" an unpaid fare and complete his shift. On the other hand, the driver may attempt to force the delinquent passenger to pay the fare owing, and this attempt at resolving a fare dispute may lead to violence.

It was suggested to the committee that one way to reduce the incidence of fare disputes would be to require fare deposits or pre-payment of fares. These strategies could reduce the number of cases where a driver is cheated out of all or part of the fare. It was pointed out to the committee that the taxi industry is the only form of public transportation where prepayment is not required.

Under a deposit system, the driver could require the passenger to deposit a set amount (for example $5.00 for a ride within the city). At the end of the trip, the balance owing to the passenger would be returned by the driver. Under a full-fare prepayment system the driver would ask the passenger to pay the full cost of the fare at the start of the trip, given that the final destination can be

relatively easily determined. If the passenger was unable to prepay the driver for the trip, the driver would be under no obligation to take the trip.

The full-fare prepayment system raises the issue of determining what fares should be charged for a ride. A fare zone system is used in a few Canadian cities, and the program operating in Kingston, Ontario will serve as an example. Under the Kingston system, the city and surrounding area is divided into 17 fare zones of roughly equal size (approximately 1/2 square mile in area). Any trip within one zone would cost $2.00, with an additional charge of $0.50 per each additional passenger, and $0.50 for each package or piece of luggage requiring the use of the trunk. Travel into or through another zone would cost an additional $0.50. The set fare zone system has been in place since the late 1830s and the City of Kingston has never had a meter system for determining fares. Under the Kingston fare zone system, it is at the discretion of the driver whether or not to request prepayment.

This section has demonstrated the importance of prevention approaches towards the issue of taxi driver safety. Programs such as those operated by police and taxi companies, driver safety training programs, and programs to improve the image of the taxi industry, all contribute to increasing the safety of the taxi driver.

B. PROTECTIVE MEASURES

Taxi drivers can take a number of protective measures to

try to secure themselves from attack and robbery while driving a taxi cab. In this section, information is provided to indicate the type of protective measures presently used by the taxi drivers surveyed. Following that is a description of "in-vehicle" protective devices reviewed by the committee, and a discussion summarizing survey results regarding the taxi drivers' reactions to these devices.

Information obtained from the taxi driver survey indicates that many drivers take some kind of protective measure to ensure their own safety while driving a taxicab. Eighty-seven percent (87%) of the drivers surveyed indicated that they would notify the dispatcher in the event of an emergency; seventy-three percent (73%) carry a "minimum" amount of cash on their person; fifty-one percent (51%) felt they could refuse to pick-up certain passengers; forty-nine percent (49%) said that they avoid certain areas; thirty-five percent (35%) do not work at night; and ten percent (10%) use a secret alarm to alert the dispatcher. Other protective measures indicated by some of the drivers were: avoiding an argument with the passenger to preclude conflict; having automatic door locks; carrying crowbars, tire irons, baseball bats, and other potentially dangerous weapons.

The following section describes a number of "in-vehicle" protective devices available to the taxi driver for protection against attack and robbery. The information presented was obtained from the research conducted for this study, written submissions, interviews, and the survey of drivers and brokers.

Protective barriers (screens or shields): These devices separate the taxi driver from the passenger by forming a partition between the front and back seats of the taxicab. To be maximally effective, these barriers must be bullet-proof with a steel plate covering the entire back of the driver's front seat. Although effective in preventing a passenger from attacking the driver from behind, these barriers offer no protection to the driver once the passenger and/or the driver has left the taxi cab. Some of the major drawbacks to the installation of a protective barrier are reported to be:

(a) In cases of pre-meditated attack, a barrier may only serve to antagonize the would-be assailant further.

(b) Barriers reduce the seating capacity of the taxi cab since passengers cannot sit in the front seat.

(c) Secondary injuries may be caused by passengers hitting or falling against the barrier as a result of sudden braking or collision.

(d) Barriers interfere with rapport between the passenger and driver. Many persons interviewed feel that the driver-customer relationship was an important aspect of driving a taxi cab, and barriers may reduce the opportunity for receiving tips.

(e) The installation of a barrier is quite expensive. Some estimates are in the $550.00 to $1,200.00 range.

The study indicated that barriers are by no means the solution they are often thought to be. Numerous attempts to introduce them into Alberta have been unsuccessful. Perhaps the major reason for this is described by one industry representative as "A very important part of our business is the one on one relationship. This is really what builds business. We didn't get anywhere as far as the shield was concerned."

As far as it is known no city in Canada has required the installation of protective barriers. Most police authorities contacted recommend the installation of shields. Some U.S. cities such as Boston and Detroit have directed that all city taxis be equipped with a screen. However, the Boston Police have informed the committee that "whatever hold ups and murders that have been perpetrated against our taxi drivers has occurred with the passenger outside the taxi adjacent to the driver's window". This seems to be a view shared by many drivers who feel that a shield is detrimental to business and easily circumvented by a determined assailant.

A survey in the use of shields in the U.S., U.K. and Europe was carried out by an Australian taxi industry delegation in 1976. This report states:

> "In only the 2 larger cities of the USA i.e. in New York and Chicago do screens predominate, and in this respect it should be pointed out that of New York's 12,000 licensed taxis under 2,000 are radio equipped. A similar situation applies in Chicago.

In cities such as San Francisco (3,000,000), Houston (1,750,000) and New Orleans (1,100,000) screens are a rarity and are only found in the Checker type cab which is specially designed and manufactured for the New York and Chicago market. The incidence of attacks on drivers in the three cities mentioned is proportionately less than in the two larger cities.

At the present moment it costs USA $1,200-1,300 to install a screen, as to be at all effective, the glass must be special bulletproof glass, and a steel plate must cover the entire back of the drivers front seat.

The greatest impediment towards the fitting of such a screen here, is that to do so in the smaller type of vehicles universally in use, would place the passengers in grave danger of injury, as the screen would be within inches of the passengers body, and in the event of sudden braking or a collision would have the effect of hurling the passenger into a glass and steel wall. Passenger carrying capacity would have to be reduced to 3 persons and the Australian custom of "sitting with the driver" made illegal."

Invariably, an attack on a driver takes place not while the vehicle is in motion, but after the vehicle has stopped. A potential assailant is likely to use one or another pretext to get close to the driver, either by paying the driver at the driver door after alighting or causing the driver to leave the

car for luggage. In a number of attacks in the USA, because screens were fitted, the driver has been shot through the side window or the windscreen.

In the matter of protecting taxi drivers from attacks, it is often proposed that the installation of a protective barrier between the passenger and driver will provide the solution. The committee does not subscribe to this singular view.

Lock boxes: These security devices can be installed in the taxi cab to securely hold excess amounts of cash. These boxes are intended to deter any attempts at robbery (although if the would-be assailant was determined, the box could be opened with a heavy instrument). The general consensus is that lock boxes may only serve to antagonize the assailant, and as a result, jeopardize the safety of the driver.

Aerosol sprays: So called "defensive" sprays, such as Halt, Mace or Guardian eject a type of tear gas which could be used by a taxi driver to fend off attacks by a passenger. It was argued to the committee that taxi drivers should be allowed to carry "defensive" sprays similar to those provided to mailmen or recommended to women to prevent attacks.

This matter was carefully examined by the Edmonton Taxi Cab Commission. They noted that these sprays, when used in close quarters, may have the same effect on all of the occupants; they can be used against the driver; it is possible that the driver may over-react to a situation and use the spray inappropriately and permanent injury may result. It should also be noted that the Commission considers these sprays to be offensive weapons and does not condone such devices.

Radio alarm or "panic alarm" system: This system is available to taxi cabs with a two-way radio or a computerized dispatch system. It enables the driver to activate an alarm to the dispatcher by means of a hidden switch. Such a system is extensively used in Sydney, Australia. When in trouble, the switch is turned on, which immediately opens the microphone and alerts the dispatcher. The system stays open for 30 seconds, during which time the driver communicates, as normally as he can, with his passenger. He would suggest that he could drive the passenger to such and such a street from his present position, which allows the dispatcher to know his approximate location and his destination. The system is then off for 30 seconds and then re-opens.

The radio alarm system returns to normal frequency after 30 seconds so as not to alert the passenger that anything different has occurred. The dispatcher notifies police and other drivers of the circumstances and within a short period the taxi driver is usually surrounded by other drivers and/or the police.

Since introducing this particular system, in 1979 in Sydney, there has not been a murder of a taxi driver and in most cases of robbery and/or potential robbery, the suspect has been caught while the crime is in progress. A similar alarm system is also available to many cab drivers in London, England, and installed in a few cabs in Alberta.

A system has been developed by an Edmonton company and tested in a few cabs. The system can operate either on a computerised dispatch system complete with voice channel standby or on a single voice channel dispatch system.

The radio alarm consists of a hidden microphone in the car and an alarm control board mounted inside the taxi radio. When in trouble the driver can trigger a hidden switch to activate the system. An emergency is sounded allowing the dispatcher to monitor voices inside the taxi over the existing radio channel and consequently provide assistance. The committee was informed that the initial tests were successful and the device would cost approximately $250 to purchase and install.

In Houston, a floor switch was installed with the same procedures as described for taxis in Sydney. However, so many drivers accidently hit the switch (it was placed in close proximity to the dimmer switch) so frequently that it is no longer utilized.

The computer systems presently employed by two companies in Alberta do have an emergency call feature. Upon pressing certain letters, the supervisor receives a beeping sound which interrupts all other transmissions and indicates an emergency. The supervisor can quickly recall the driver's last location and can alert police and other drivers to the emergency. The computer system can also be modified to include a hidden switch/button and microphone.

The committee has noted the interest in other parts of the world and in some Alberta brokerages in digital identification and computerised systems of dispatch. Messages may be rapidly and secretly transmitted allowing the volume of work to be greatly increased, with cost savings. The built in emergency alarms in such systems greatly increase the safety of drivers. Increasing technology in this area may, in due course, allow more widespread use of such systems.

Visual alarms: These systems can be activated by the taxi driver to indicate to other motorists and police that an emergency exists. Typically, visual alarms are flashing lights on the roof tops of taxi cabs or blinking headlights. Although these alarms may be effective in drawing attention to the taxi cab, they may also endanger the safety of the taxi driver by causing the assailant to panic on detecting the flashing light in the reflection of a store window or passing vehicle.

Since 1969 all cabs in Baltimore are required to have a red blinking light on the roof over the cruising light, to be activated when police assistance is required. A similar provision is in effect in Boston.

The use of a roof mounted advertising sign incorporating illuminable signs indicating an emergency - HELP - POLICE - appears to be a useful devise. It does not appear to be in conflict with emergency or advertising restrictions. The committee learned that when such a device was activated by mistake the cab was surrounded by other cabs and police very quickly. While the use of such systems in non emergency conditions may bring them into disrepute, the committee feels that they do have merit.

Emergency location systems: A system which would enable a driver's location to be pinpointed was suggested to the committee. Generally such systems depend upon the transmission of a radio signal that could be traced through digital identification units. In current systems a geographical area is divided into a number of zones and the taxi's location is recorded on the basis of regular status reports provided by the driver.

The committee is not aware of such systems in taxi use in Alberta, although computer based dispatch systems can be adapted. The committee was informed of two related developmental projects in Alberta, one of which involves activating an emergency signal on a common frequency for all taxis and the other involves utilising information based on the pick up and drop off points.

Interior Trunk Switches: The installation of a switch inside the trunk allows the driver to free himself if ever the occasion arose where he was placed in the trunk of the taxi.

Cameras: A suggestion was made to the committee that a camera be installed on the dash of a cab to enable a photograph to be taken of the passenger. The passenger would be informed by way of a decal that a photograph has been taken and "if no crime is committed during this trip, this film will be destroyed undeveloped".

The principle appears to be similar to the installation of cameras at banks, convenience stores and other establishments. The proposer indicated that the idea had been presented to one taxi broker with discouraging results. The general opinion within the taxi industry is also negative suggesting the use of cameras would be an invasion of passenger privacy, and would have high installation and operating costs, and could be easily defeated.

The taxi driver survey indicated that seventy-two percent (72%) of all drivers feel there should be some kind of protective device either installed or carried in taxi cabs. Sixty percent

(60%) of these drivers think that such devices should be required by law. When questioned as to their preferences regarding protective devices, the greatest percentage of drivers indicated radio/"panic" alarms (32%). Thirty percent (30%) preferred protective barriers, and ten percent (10%) preferred visual alarms.

The above has provided a description of protective measures currently employed by the survey respondents. In addition, the "in-vehicle" protection devices available to taxi drivers have been described, and their reactions to these devices indicated. Some devices may act as deterrents and may be effective in facilitating assistance to taxi drivers experiencing trouble; however, some may serve to antagonize passengers, thereby increasing the risk of attack. The following two measures were also brought to the attention of the committee.

Designated "danger zones": The ad hoc steering committee of the Alberta Taxi Drivers Association proposed to the committee that the taxi by-laws be amended to designate certain areas of the major cities as danger zones which will require particular precautions by taxi drivers and perhaps increased vigilance by police. The association suggested that while an examination of assault records might be used to identify particularly "dangerous" area and time periods, it was acknowledged that attacks on drivers may take place at any location throughout the city.

The association was not aware of such designations applied in other cities in Canada. However, as has been described

previously the Tactical Section of the Baltimore Police Department assigns armed officers to operate cabs in areas of high propensity of crime within that city.

The committee understood from discussions with other representatives of the taxi industry that generally the drivers know the "dangerous" areas of their cities and react accordingly. The committee sees no reason at this time to recommend a change in the by-laws as suggested. Perhaps if other recommendations of the committee relating to the reporting of incidents are adopted a useable system of designated areas could be worked out between the industry and the commissions.

Integration into the public transit system: The notion of a complete reorganisation and re-structuring of the taxi industry, intergrating it into the general public transit system, was also presented to the committee. Under this system, drivers would drive passengers in small buses or mini-wagons for a set fee on a "dial-a-ride" basis. There would be a number of passengers in a vehicle at a time, thus reducing the potential for attack or robbery against the driver by a lone assailant. The committee was unable to fully evaluate this proposal or how it might relate to the taxi industry now operating in Alberta's larger municipalities as it was beyond the mandate of the committee.

SECTION VII - RECOMMENDATIONS

The preceding sections of this report have described the status of the Alberta taxi industry and problems pertaining to the safety of taxi drivers. It is evident that the issue of taxi driver safety must be addressed through a variety of coordinated measures designed to reduce the risks of injury and loss to drivers. It is also evident that currently, the authority and responsibility for the safety of taxi drivers is loosely shared among a number of governing bodies, jurisdictions and individuals.

In order to clarify these authorities and responsibilities, several appropriate changes to legislation are needed; these recommendations will be presented first. The remaining recommendations will be discussed under the following headings: policy and procedures; education; promotion; enforcement; research.

A. LEGISLATION

As discussed in earlier sections of this report, a provincial taxi act does not exist in Alberta. The provincial Municipal Government Act, Section 234, delegates the authority for the taxi industry to the individual municipalities; their councils can act to pass by-laws licensing, regulating, and controlling the industry. By-laws consequently enacted differ in their requirements and lack consistency in areas commented on in this report. Currently, there is no provincial registry indicating which municipalities have developed by-laws. Only two cities (Edmonton and Calgary) have created commissions to oversee their taxi industries.

Because there is no specific provincial act dealing with the taxi industry, little uniformity exists in terms of taxi driver requirements, licensing procedures, and general industry operation. Even an estimation of the actual number of taxi companies operating and number of drivers working in Alberta is difficult, as no central registry exists.

The fragmented legislation of the taxi industry was evident throughout the study, particularly in terms of acquiring quantitative information on the structure and operations of the industry. The following recommendation addresses the issue of fragmented, inconsistent and inadequate legislation for the Alberta taxi industry.

The committee recommends:

THAT THERE BE MINIMUM STANDARDS ESTABLISHING GREATER UNIFORMITY IN THE OPERATION OF THE TAXI INDUSTRY THROUGHOUT THE PROVINCE OF ALBERTA, EITHER THROUGH

A) CHANGES TO THE MUNICIPAL GOVERNMENT ACT; or,

B) CHANGES TO THE MOTOR TRANSPORT ACT; or,

C) CHANGES TO THE TAXI BY-LAWS; or,

D) THE ESTABLISHMENT OF A SEPARATE PROVINCIAL ACT TO REGULATE THE TAXI INDUSTRY IN ALBERTA.

(RECOMMENDATION ONE)

Currently, there are no consistent provincial requirements regarding the acquisition of a chauffeur's permit. The committee views the institution of uniform requirements as the initial step towards setting basic standards in the taxi industry.

Based on the first recommendation, the committee further recommends:

THAT CHANGES TO AN APPROPRIATE PROVINCIAL ACT BE MADE, ESTABLISHING MINIMUM REQUIREMENTS TO OBTAIN A CHAUFFEUR'S PERMIT IN THE PROVINCE OF ALBERTA. THESE REQUIREMENTS SHOULD BE:

1) A VALID CLASS 1, 2 or 4 DRIVERS LICENSE;

2) A CURRENT DRIVER'S ABSTRACT;

3) A CRIMINAL ABSTRACT;

4) A VALID DEFENSIVE DRIVING COURSE CERTIFICATE; and

5) AN EXAMINATION PRESCRIBED BY THE LICENSING AUTHORITY TO INCLUDE A GENERAL KNOWLEDGE OF THE AREA, AND A KNOWLEDGE OF THE TAXI BY-LAWS, TRAFFIC AND OCCUPATIONAL HEALTH AND SAFETY LAWS, AND CRIMINAL LAW AS IT RELATES TO TAXI DRIVERS.

(RECOMMENDATION TWO)

As previously indicated, a taxi commission may select the number of resident electors to sit on their commission. Of the two taxi commissions in Alberta, Calgary has one taxi driver, while Edmonton has none. The committee feels that there is inadequate representation of members from the taxi industry on the taxi commissions and therefore offers the following recommendation:

> THAT SECTION 234(8) OF THE MUNICIPAL GOVERNMENT ACT BE AMENDED TO PROVIDE THAT REPRESENTATIVES FROM THE TAXI DRIVERS AND FROM THE TAXI BROKERS BE MEMBERS OF THE TAXI COMMISSIONS.
>
> (RECOMMENDATION THREE)

The committee could find little evidence of a coordinated approach to driver safety among the brokers and taxi commissions or municipal officials. Generally the driver's safety depends upon his own wits supplemented by handouts of "safety tips" provided by some brokers and officials. The brokers and the commissions or municipal officials must take greater responsibility in ensuring that proactive and effective measures are in place to increase the protection of drivers and to assist drivers in distress.

The committee therefore recommends the following:

> THAT WHERE TAXI BY-LAWS ARE IN EFFECT, THEY BE AMENDED TO REQUIRE THE BROKER TO PREPARE AND ADOPT A PLAN TO DESCRIBE THE METHODS TO BE TAKEN TO ENSURE THE SAFETY OF TAXI DRIVERS UNDER HIS CONTROL, INCLUDING A MEANS OF SECURING ASSISTANCE FOR A DRIVER IN THE EVENT OF DANGER

OR INJURY TO THE DRIVER. DETAILS OF THE PLAN MUST BE PROVIDED TO THE DRIVER AND FILED WITH THE TAXI COMMISSION OR APPROPRIATE MUNICIPAL OFFICIAL.

(RECOMMENDATION FOUR)

As reported earlier many of the criminal incidents described to the committee were never brought to the attention of the police. The most common reasons given for failure to report an incident were that it was "not worth the hassle and time lost" and therefore inconvenient; that it was "too minor"; that it was "unlikely that anything could be done". This is particularly the case involving fare disputes when the amount of money is relatively small although the accompanying threats and violence may be significant. Often drivers consider they are in double jeopardy of not only losing the fare but also further earnings should the matter proceed to the courts. To increase the possibility that drivers will report such incidents and not suffer a significant loss of earnings the committee recommends:

APPROPRIATE LEGISLATION BE ENACTED TO PROVIDE THAT ANY PERSON WHO, ON DEMAND BEING MADE AT THE TERMINATION OF A TRIP, FAILS TO PAY THE PROPER FARE, IS GUILTY OF AN OFFENSE AND IS LIABLE, ON SUMMARY CONVICTION, TO A FINE AND COSTS AND IN ADDITION SHALL BE REQUIRED TO PAY THE TAXI DRIVER THE AMOUNT OF THE FARE.

(RECOMMENDATION FIVE)

In order to (a) identify the incidence of non-payment of fares, particularly when accompanied by threats of violence, (b) to

ensure that such offenses are properly recorded, and (c) to allow the appropriate authorities to monitor these events and institute appropriate corrective measures, the committee recommends:

> THAT WHERE TAXI BYLAWS ARE IN EFFECT, THEY BE AMENDED TO REQUIRE THAT TAXI DRIVERS REPORT THE INCIDENTS OF NON-PAYMENT OF FARES TO THEIR BROKER IN ADDITION TO REPORTING TO THE APPROPRIATE ENFORCEMENT AGENCY.
>
> (RECOMMENDATION SIX)

A further problem related to taxi driver safety is the length of time worked per shift. Many drivers reported working in excess of 12 hours, resulting in fatigue and other associated health problems. Although some municipalities have authorities to regulate the number of hours in a 24 hour period which a driver can work, there is no regulation or standard throughout the province.

The committee recommends:

> THAT THE COMMISSIONS AND MUNICIPAL OFFICIALS REVIEW THE NUMBER OF HOURS WORKED BY A TAXI DRIVER, AND ESTABLISH AND ENFORCE A MAXIMUM NUMBER OF CONTINUOUS HOURS PERMISSIBLE TO DRIVE A TAXI CAB.
>
> (RECOMMENDATION SEVEN)

The committee has examined the advantages and disadvantages of installing various protective devices within taxi cabs, including: protective barriers between the front and rear

seats; radio/"panic" alarms to alert the dispatcher of an emergency; lock boxes; aerosol sprays; location finders; visual and noise alarms; and in-taxi cameras.

The committee paid particular attention to the usefulness of protective shields and has noted the divergent opinions both within the province and elsewhere. Generally the committee is of the opinion that the costs and disadvantages outweigh the benefits and advantages, and sees little value in recommending their mandatory use.

Our investigation does suggest the importance of maintaining contact between the driver and the dispatcher. Because taxi drivers work alone, such contact is vital in the event of an emergency situation. Therefore, the committee recommends:

> THAT NO TAXI CAB, WHILE IN OPERATION, BE WITHOUT A MEANS OF IN-VEHICLE COMMUNICATION TO A DISPATCHER OR SIMILAR BASE OF OPERATION.
>
> (RECOMMENDATION EIGHT)

In order to ensure that contact with a dispatcher can be established, even in the presence of a violent passenger, the committee also supports the installation of electronic equipment in taxi cabs which will permit covert contact with the dispatcher. The committee recommends:

> THAT HIDDEN ELECTRONIC MECHANISMS, TO ALERT THE DISPATCHER TO AN EMERGENCY, BE MADE MANDATORY FOR ALL TAXI CABS WITH DISPATCH SERVICES.
>
> (RECOMMENDATION NINE)

B. POLICY AND PROCEDURES

Relatively few taxi drivers carry insurance to provide benefits for loss of life, for disability or for loss of income arising out of accidents. Paradoxically, our survey, supplemented by written submissions, revealed that an overwhelming majority of drivers supported the principle of compulsory insurance with respect to these benefits. Whether this response related to the level of present concerns over their safety was difficult to judge.

Given that insurance programs have been offered to taxi drivers for many years, why then is there a generally low level of participation? The committee was informed that it was due probably to a combination of factors including, lack of knowledge of the various schemes and benefits, costs, and the voluntary aspect, compounded by low cash reserves and the associated difficulties in allocating scarce resources to insurance programs. Because of high potential for physical injury and the level of risk involved, the committee was of the opinion that accident and disability insurance should be more readily available to all taxi drivers.

The committee considered several ways in which increased participation could be achieved. These included: (1) greater encouragement by the taxi commissions, brokers, and taxi drivers' associations towards increasing voluntary participation by drivers in private insurance programs; (2) the provision of information and increased efforts by the Workers' Compensation Board towards expanding voluntary participation under the workers' compensation scheme; and (3) the institution

of appropriate measures by the Workers' Compensation Board to extend compulsory workers' compensation coverage to taxi drivers.

There appeared little in the history of the taxi industry in this area to suggest that voluntary efforts would accomplish the goal of universal coverage for taxi drivers. On the contrary the committee found appreciable agreement among many brokers, drivers and commissioners that an appropriate form of compulsory compensation coverage should exist, based upon the particular circumstances of the taxi industry.

The committee therefore makes the following recommendation both to provide parity between taxi drivers, others employed in the taxi industry, and employed persons generally in this province, and also to recognise the particular structure of the taxi industry:

> THAT THE WORKERS' COMPENSATION BOARD CONSIDER DRIVERS TO BE WORKERS OF THE TAXI BROKER UNLESS THE TAXI DRIVER HAS APPLIED FOR AND RECEIVED PERSONAL COVERAGE AS A PROPRIETOR FROM THE BOARD.
>
> (RECOMMENDATION TEN)

The role of the broker with respect to the health and safety of drivers, within the operational organisation of the taxi industry, needs to be clarified. The committee has noted from evidence presented to the Supreme Court of Canada that a broker is responsible for a number of significant functions relating to the operation of taxi services.

The committee therefore recommends:

THAT THE OCCUPATIONAL HEALTH AND SAFETY DIVISION CLARIFY THE POSITION OF THE BROKER AS A PRINCIPAL CONTRACTOR UNDER THE OCCUPATIONAL HEALTH AND SAFETY ACT AND INFORM THE INDUSTRY ACCORDINGLY.

(RECOMMENDATION ELEVEN)

In order to begin to reduce the incidence of crime against taxi drivers, a number of initial measures can be undertaken by brokers in co-operation with the taxi commission or by-law officials.

The initial measure is to determine more precisely the nature and extent of the problem. Currently, there is no existing system within the province which monitors the incidence of criminal attacks against taxi drivers. The committee feels that it is essential to determine the scope of the taxi driver safety issue in order to design more specific countermeasures. Therefore, the committee recommends:

THAT THE BROKER RECORD ALL TAXI DRIVER REPORTS CONCERNING INCIDENTS OF NON-PAYMENT OF FARES AND ON A SEMI-ANNUAL BASIS, PROVIDE A DETAILED SUMMARY OF SUCH REPORTS TO THE TAXI COMMISSION OR MUNICIPAL OFFICIALS.

(RECOMMENDATION TWELVE)

THAT THE BROKER RECORD ALL TAXI DRIVER REPORTS CONCERNING INCIDENTS INVOLVING PERSONAL THREATS, ROBBERY, ASSAULTS, AND ABUSIVE BEHAVIOUR, AND ON A SEMI-ANNUAL BASIS PROVIDE

A DETAILED SUMMARY OF SUCH REPORTS TO THE TAXI COMMISSION OR MUNICIPAL OFFICIALS.

(RECOMMENDATION THIRTEEN)

Taxi drivers can do a great deal to protect themselves and avoid confrontations with passengers. Carrying more money than is necessary to carry on their business, openly displaying large sums, failing to carefully assess each passenger and arguing with difficult passengers are obviously dangerous practices. Unfortunately we have found evidence that such behaviour occurs and therefore recommend that in order to reduce their vulnerability:

THAT TAXI DRIVERS LIMIT THE AMOUNT OF CASH THEY CARRY AND MAKE REGULAR USE OF CASH DEPOSIT SYSTEMS.

(RECOMMENDATION FOURTEEN)

C. EDUCATION

The findings of the present taxi study substantiate the need for a driver safety training program. The drivers themselves felt they required training in the area of public relations, particularly in terms of dealing with difficult passengers. Many drivers are inexperienced, and lack the "street smarts" essential for handling difficult or dangerous situations and passengers. Formalized safety training is recommended by the members of the committee in an effort to ameliorate this problem.

The committee recommends:

THAT A SYSTEMATIC AND SELF-SUPPORTING DRIVER SAFETY TRAINING PROGRAM BE DEVELOPED AND IMPLEMENTED BY THE CALGARY AND EDMONTON TAXI COMMISSIONS.

(RECOMMENDATION FIFTEEN)

THAT IN COOPERATION WITH THE POLICE AUTHORITIES, THE TAXI COMMISSIONS AND BROKERS INITATE, DEVELOP AND DELIVER CRIME PREVENTION TRAINING TO ENABLE TAXI DRIVERS TO RECOGNIZE AND REACT TO POTENTIALLY THREATENING SITUATIONS.

(RECOMMENDATION SIXTEEN)

THAT THE CRIME PREVENTION PROGRAM DEVELOPED BY THE NEW SOUTH WALES POLICE DEPARTMENT OF AUSTRALIA BE REVIEWED BY THE COMMISSIONS AND MADE AVAILABLE TO ALL POLICE DEPARTMENTS AND TAXI BROKERS AS AN AID TO THE DEVELOPMENT OF PROGRAMS IN ALBERTA.

(RECOMMENDATION SEVENTEEN)

Taxi drivers also need to be made more aware of current potential dangers in order to take appropriate preventive action. The committee therefore recommends:

THAT ALL TAXI DRIVERS BE ALERTED TO ANY AND ALL CRIMINAL INCIDENTS REPORTED TO THE BROKERS WITH DETAILS OF THE INCIDENTS AND DESCRIPTIONS OF THE PERSONS INVOLVED. TAXI BROKERS SHOULD POST THIS INFORMATION ON BULLETIN BOARDS AND SHOULD ALERT ALL DRIVERS THROUGH THE DISPATCHER.

(RECOMMENDATION EIGHTEEN)

The issue of dealing with drunk passengers was considered to be a serious problem by many of the taxi drivers surveyed. Such passengers may be abusive and aggressive and may soil the interior of the cab. Frequently, drunk passengers are involved in fare disputes and physical altercations with the driver. The committee therefore recommends:

> THAT THE TAXI COMMISSIONS OF EDMONTON AND CALGARY DEVELOP AN INSTRUCTIONAL AND GUIDANCE PROGRAM TO ASSIST DRIVERS IN THE HANDLING OF INTOXICATED PASSENGERS.
>
> (RECOMMENDATION NINETEEN)

Under the Occupational Health and Safety Act, taxi drivers are considered workers, and are therefore protected by all provisions of the Act. The committee feels that specific sections of the Act pertain directly to the issue of taxi driver safety, and therefore recommends:

> THAT TAXI DRIVERS BE INFORMED BY BROKERS THAT AS WORKERS UNDER THE OCCUPATIONAL HEALTH AND SAFETY ACT: (1) THEY HAVE THE OBLIGATION TO PROTECT THEIR OWN HEALTH AND SAFETY, (2) THEY ARE FURTHER OBLIGED TO REFUSE TO UNDERTAKE ANY TASK WHERE THEY HAVE REASONABLE AND PROBABLE GROUNDS FOR BELIEVING THAT THEY MAY BE SUBJECTED TO AN IMMINENT DANGER, AND (3) THEY ARE PROTECTED FROM ANY DISCIPLINARY ACTION OR DISCRIMINATION WHEN EXERCISING THEIR DUTY UNDER THIS ACT.
>
> (RECOMMENDATION TWENTY)

D. PROMOTION

As previously described, drunk passengers are among the most serious problems which taxi drivers contend with on a regular basis. In some cases, passengers continue drinking in the cab and may use the empty bottle as a weapon against the driver. The committee therefore makes the recommendation:

> THAT THE LIQUOR CONTROL BOARD TAKE STEPS TO PUBLICIZE THAT IT IS AN OFFENSE FOR A PASSENGER TO CARRY ANY FORM OF ALCOHOL IN AN OPEN CONTAINER INTO THE SEATING AREA OF A TAXI CAB, AND FURTHER, THAT TAXI DRIVERS SHALL NOT ALLOW ANY SUCH ALCOHOL TO BE CARRIED INTO THE SEATING AREAS.

(RECOMMENDATION TWENTY-ONE)

For many years, the taxi industry has had a generally poor public image. In recent years, however, some members of the taxi industry have made a concerted effort to improve this image. One Calgary brokerage, for example, provides public relations training to its drivers and ensures that all its drivers are professionally attired and that cabs are mechanically sound and kept immaculate. The committee recognizes the importance of such efforts and believes that further implementation would serve to enhance the industry's image, and in the long term, would contribute to the reduction of violent attacks against taxi drivers.

The committee offers two recommendations:

> THAT THE TAXI INDUSTRY IN CO-OPERATION WITH THE TAXI

COMMISSIONS OF EDMONTON AND CALGARY AND THE LOCAL OFFICIALS RESPONSIBLE FOR THE ADMINISTRATION OF THE TAXI BY-LAWS IN OTHER MUNICIPALITIES UNDERTAKE A PUBLIC INFORMATION CAMPAIGN AIMED AT IMPROVING THE IMAGE OF THE TAXI INDUSTRY AS AN INTEGRAL COMPONENT OF THE PROVINCE'S PUBLIC TRANSPORTATION SYSTEM.

(RECOMMENDATION TWENTY-TWO)

THAT MEMBERS OF THE TAXI INDUSTRY CONTINUE TO WORK IN CONJUNCTION WITH SERVICE ORGANIZATIONS AND HOTEL ASSOCIATIONS IN THEIR RESPECTIVE COMMUNITIES TO UNDERTAKE PUBLIC SERVICE PROGRAMS SIMILAR TO THE DUTI ("DRIVING UNDER THE INFLUENCE") PROGRAM.

(RECOMMENDATION TWENTY-THREE)

E. ENFORCEMENT

After investigating programs utilized in other jurisdictions, the committee recognizes the importance of joint police-taxi company crime prevention programs. Such programs serve three basic functions: (1) the provision of extended crime prevention service to the community, (2) direct police access for taxi drivers in emergency situations, and (3) improvement of the public image of the taxi industry.

The committee recommends:

THAT TAXI BROKERS IN CO-OPERATION WITH POLICE DEPARTMENTS CONSIDER INITIATING A WIDELY PUBLICIZED PROGRAM OF "TAXIS ON PATROL".

(RECOMMENDATION TWENTY-FOUR)

F. RESEARCH

A significant issue faced by taxi drivers is that of fare disputes. Of the most serious industry problems identified by drivers, fare disputes ranked third. Fifty percent (50%) of the drivers surveyed in the present study indicated they had been "cheated" at least once in the past year. At least one of the four Edmonton taxi drivers murdered in the past four years involved a fare dispute. In addition, at least three recent violent attacks resulting in significant physical injury and several recent assaults resulting in minor injuries were also related to disputes over fares. Fare disputes frequently involve inebriated and obnoxious passengers, and many drivers do not force the issue of payment for fear of provoking a physical attack, and to avoid further time lost from work.

As a partial solution it was previously suggested to the Edmonton Taxi Commission that payment of a fare deposit be permitted. Whether this is a useful measure has yet to be assessed by the commission.

The committee also examined another suggestion: that full prepayment of taxi fares be permitted, and facilitated through the establishment of fare zones thus eliminating meter charges. Some municipalities outside Alberta currently operate fare zones. Such systems may offer the potential for eliminating fare disputes, cheating and violence against taxi drivers, while providing fair transportation costs to the public. It appears to the committee that these systems warrant consideration by the appropriate bodies. The committee recommends:

THAT THE TAXI COMMISSIONS AND APPROPRIATE MUNICIPAL OFFICIALS, WITH INPUT FROM THE BROKERS AND DRIVERS, STUDY THE FEASIBILITY OF ESTABLISHING A FARE PREPAYMENT SYSTEM COUPLED WITH A FARE ZONING SYSTEM.

(RECOMMENDATION TWENTY-FIVE)

The importance of the taxi driver maintaining contact with his dispatcher has been discussed. For those situations in which the driver is unable to take direct action to summon assistance or is unable to describe his precise location either during or immediately following a crime, the committee makes the following recommendation:

THAT FURTHER RESEARCH BE PROMOTED BY THE TAXI INDUSTRY TO DEVELOP A LOCATION DEVICE THAT CAN PINPOINT THE LOCATION OF A TAXI CAB IN AN EMERGENCY AND WHICH WOULD BE REASONABLY PRICED.

(RECOMMENDATION TWENTY-SIX)

Psychological studies have indicated that the clothes one wears provide cues to status, group membership, legitimacy, and character. Clothing is an important determinant of a person's reaction to the wearer. Uniforms are considered to convey an image of confidence, performance, and reliability. The committee feels that the wearing of uniforms by taxi drivers contributes to an air of professionalism, and therefore recommends:

THAT THE TAXI INDUSTRY EXPLORE THE VALUE OF REQUIRING TAXI DRIVERS TO WEAR APPROPRIATE AND DISTINCTIVE UNIFORMS.

(RECOMMENDATION TWENTY-SEVEN)

As the majority of taxi drivers are located in the province's two largest centres, Edmonton and Calgary, these two cities, logically, are also faced with the greatest number of problems associated with taxi driver safety. Consequently the recommendations in this section have been designed primarily to suit these two cities.

However, many of the proposed solutions may also be suitable for the taxi industry in less populous jurisdictions, and it is anticipated that Alberta municipalities will incorporate the relevant recommendations into their by-laws.

APPENDIX I

ANNOUNCEMENT OF THE TAXI DRIVER SAFETY STUDY IN ALBERTA DAILY AND WEEKLY NEWSPAPERS

PUBLIC INPUT ON TAXI DRIVER SAFETY

The Government of Alberta has established a committee to study taxi driver safety in Alberta.

The committee wishes to hear from persons who can assist in:

- examining particular safety problems associated with driving a taxi in Alberta;
- suggesting possible solutions to these problems;
- addressing the issue of workers' compensation as it relates to taxi drivers.

Deadline for submissions is October 5th, 1984.

Please submit your information in writing to

TAXI DRIVER SAFETY STUDY
c/o Mr. G. Bryce
Fifth Floor, Donsdale Place
10709 Jasper Avenue
Edmonton, Alberta
T5J 3N3
Ph: 427-6971

Alberta
GOVERNMENT OF ALBERTA

APPENDIX II

LETTER SENT TO TAXI BROKERAGES IN ALBERTA

Alberta

WORKERS' HEALTH, SAFETY
AND COMPENSATION

Occupational Health
and Safety Division
Research and Education Branch

403/427-5549

10709 Jasper Avenue
Edmonton, Alberta, Canada
T5J 3N3

Dear Sirs:

In response to the current concern over assaults on taxi drivers, the Alberta Government has established a committee to study taxi driver safety in the province. This committee will attempt to identify and assess the safety problems and concerns associated with driving taxi cabs in Alberta. The committee will also examine possible solutions to the identified problem areas and make recommendations for preventive action.

We would like to hear from taxi brokers and drivers on their perspectives on assaults on taxi drivers, potential methods of preventing or reducing these incidents and whether or how taxi drivers may obtain workers' compensation coverage.

We would welcome written submission on these matters from your company. To assist you, copies of the request for public input are attached outlining the details for submission. We would also ask your cooperation in making the contents of this notice known to all your drivers and staff.

Thank you for your assistance.

Yours sincerely,

Keith Smith
Chairman
Working Group On
Taxi Driver Safety

KS/jl

APPENDIX III

TAXI DRIVER QUESTIONNAIRE

TAXI DRIVER SAFETY

SECTION I: General Information: The Taxi Driver

(INTRODUCE THIS SECTION BY MENTIONING THAT YOU WILL BE ASKING SOME JOB-RELATED QUESTIONS.)

1. How long have you been driving a cab?

- ☐ three months
- ☐ three months to less than twelve months
- ☐ one year to less than five years
- ☐ five years to less than fifteen years
- ☐ more than fifteen years

IF less than one year:

1a. What was your occupation before you drove a cab?

_____

2. Do you drive a cab (READ CATEGORIES)

- ☐ year-round/full-time
- ☐ year-round/part-time
- ☐ seasonal/full-time
- ☐ seasonal/part-time
- ☐ other. Please specify: _____

3. Do you currently have another job?

- ☐ Yes
- ☐ No

4. During what hours do you usually drive? (NOTE THE TIMES)

_____

5. Are you a(n): (INTERVIEWER MAY BE REQUIRED TO EXPLAIN DIFFERENCES)

- ☐ owner/driver
- ☐ lessee/driver (from company)
- ☐ lessee/driver (from another driver)
- ☐ employee/driver

...2

6. Have you driven a taxi in any other city or town?

__ Yes

__ No

If yes;

6a. Where? _____

7. In your view, what are the most serious problems faced by taxi drivers today? (RANK ORDER IN TERMS OF SERIOUSNESS)

1. _____

2. _____

3. _____

4. _____

5. _____

6. _____

7a. What suggestions do you have for improving the situation? (i.e. each problem)

1. _____

2. _____

3. _____

4. _____

5. _____

6. _____

SECTION II: Fares

(INTRODUCE THIS SECTION BY MENTIONING THAT YOU WILL BE ASKING SOME QUESTIONS REGARDING FARES i.e., COLLECTION/REJECTION OF.)

8. How frequently are credit cards used? (SHOW CATEGORIES)

- ☐ most of your fares
- ☐ about half of your fares
- ☐ one-quarter of your fares
- ☐ never, or hardly ever

9. When do you "deposit" your cash?

(MORE THAN ONE RESPONSE ALLOWED) (SHOW CATEGORIES)

- ☐ during each shift
- ☐ after each shift
- ☐ every second shift
- ☐ irregularly
- ☐ other. Specify: _____

9a. Where do you deposit your cash? (MORE THAN ONE RESPONSE ALLOWED)

- ☐ Instant Teller
- ☐ office
- ☐ other. Specify: _____

10. Do you refuse to cash large bills (ie: $50, $100)?

- ☐ Yes
- ☐ No

...4

11. How often have you been involved in disputes over fares? (SHOW CATEGORIES)

- ☐ never
- ☐ hardly ever
- ☐ sometimes
- ☐ most of the time
- ☐ always

How are fare disputes resolved?

_____

_____

_____

_____

_____

_____

Do you have any suggestions as to how fare disputes might be avoided?

_____

_____

_____

_____

_____

_____

...5

12. Are you obligated to accept all passengers that request your service?

☐ No

☐ Yes. Why? _____

_____

12a. IF no, how do you decide whether to accept a passenger?

_____

_____

_____

SECTION III: Driver Safety and Protection

(INTRODUCE THIS SECTION BY MENTIONING THAT YOU WILL BE ASKING SOME QUESTIONS ABOUT THE SAFETY AND PROTECTION OF TAXI DRIVERS AND THE PROBLEMS ASSOCIATED WITH THIS.)

13. In your experience, what kinds of situations cause a conflict between the driver and the passenger? (PROBE)

_____

_____

_____

_____

_____

_____

14. While driving a taxi, have you ever been:

	# of incidents
☐ Threatened (only)	_____
☐ Robbed	_____
☐ Assaulted	_____
☐ Cheated	_____
☐ In a traffic accident	_____

☐ Other. specify: _____

_____

15. Have you ever been physically injured while working as a taxi driver?

☐ No

☐ Yes. Type of incident: _____

_____

_____

(eg. traffic accident, overexertion, criminal assualt, fall, etc.)

16. Do you take any protective measures to ensure your own safety while driving a cab?

☐ No

☐ Yes

If YES, specify: _____

16a. Do you take any of these protective measures? (CHECK ALL THAT APPLY.)

☐ use seat belt

☐ notify dispatcher

☐ avoid certain areas

☐ reject certain fares

☐ no night work

☐ keep cash to a minimum

☐ electronic communications

17. In your opinion, should all taxi cabs have some kind of protection, either installed or carried in the cabs?

☐ No

☐ Yes

If YES,

17a. Should this protective device be required by law, or should it be left up to the individual owner of the taxi?

☐ required by law

☐ owner

☐ no opinion

17b. Who would you suggest be responsible for the cost of buying and installing protective devices?

_____

_____

_____

_____

_____

_____

...7

18. Are you aware of the following devices, and what do you think of them? (INTERVIEWER MAY BE REQUIRED TO ELABORATE ON THESE DEVICES)

a) Protective barriers: _____

b) Lock boxes (for cash): _____

c) Sprays (eg: "Halt"): _____

d) Panic boards (signal to dispatcher): _____

e) Cameras within the taxi cab: _____

f) Roof-top emergency lights: _____

g) In-cab alarms: _____

...8

19. Are you aware of any other kinds of protective devices? If yes, describe:

_____

_____

_____

_____

_____

_____

20. Which of these protect ive devices would you most prefer for your own protection? (REPEAT LIST)

_____

_____

_____

_____

_____

_____

Least prefer: _____

_____

_____

_____

_____

_____

21. What kind of training, if any, did you receive to become a taxi driver? (eg: defensive driving course.)

_____

_____

_____

_____

_____

_____

22. Would you like to have any (additional) training?

☐ Yes. Explain: _____

_____

_____

☐ No

...9

23. How interested would you be in receiving some training in how to handle difficult or dangerous situations with passengers?

- ☐ very interested
- ☐ somewhat interested
- ☐ not at all interested

24. Do you have any health problems that are a result of driving a taxi cab?

- ☐ Yes
- ☐ No

IF yes, explain: _____

_____

25. As a taxi driver, have you asked the police for assistance in the past 12 months?

- ☐ Yes. Number of times: _____
- ☐ No

25a. IF yes, why was the assistance needed? (DESCRIPTION NEEDED FOR EACH INCIDENT)

_____

_____

_____

_____

_____

_____

_____

Did the police respond to your request(s)? _____

_____

_____

_____

_____

_____

_____

_____

_____

...10

26. How satisfied are you with the performance of the police in this city in the following areas? (READ THE FOLLOWING SCALE)

1 = very satisfied
2 = satisfied
3 = dissatisfied
4 = very dissatisfied

a) ___ treatment of taxi drivers.

b) ___ promptness in responding to calls from drivers.

27. Overall, how would you rate the relations between the police and taxi drivers in this city? (SHOW THE FOLLOWING SCALE; FILL IN THE BLANK)

1 = very good
2 = moderately good
3 = slightly good
4 = slightly bad
5 = moderately bad
6 = very bad

___

28. Overall, how would you rate the relations between the public and taxi drivers in this city? (SHOW THE ABOVE SCALE; FILL IN THE BLANK)

___

SECTION IV: Coverage for Drivers

(INTRODUCE THIS SECTION BY MENTIONING THAT YOU WILL BE ASKING SOME QUESTIONS ABOUT COMPENSATION FOR TAXI-DRIVERS IN THE EVENT OF AN ACCIDENT, ETC.)

29. Do you, or the taxi company, or both of you, currently pay premiums for your:

Life insurance	☐ Driver	☐ Taxi Company	☐ Don't know
Sickness/disability insurance	☐ Driver	☐ Taxi Company	☐ Don't know
Worker's Compensation	☐ Driver	☐ Taxi Company	☐ Don't know
Unemployment Insurance	☐ Driver	☐ Taxi Company	☐ Don't know

30. Do you feel that taxi drivers should have compensation covering lost wages in the event of:

a) an accident while working? ☐ Yes ☐ No

b) an assault while working? ☐ Yes ☐ No

c) loss of life while on the job? ☐ Yes ☐ No

31. Should this coverage, in the event of: a, b, and c (below), be required by law, or should it be left up to the driver to choose?

a. Accident while working:

- ☐ required by law
- ☐ individual choice
- ☐ don't know
- ☐ other, specify: _____

_____

b. Assault while working:

- ☐ required by law
- ☐ individual choice
- ☐ don't know
- ☐ other, specify: _____

_____

c. Loss of life on the job:

- ☐ required by law
- ☐ individual choice
- ☐ don't know
- ☐ other, specify: _____

_____

SECTION V: Personal Profile

(INTRODUCE THIS SECTION BY STATING THAT YOU WILL BE ASKING FOR SOME GENERAL PERSONAL INFORMATION.)

32. At the present time, are you:

- ☐ single (never married)
- ☐ married or common-law
- ☐ separated
- ☐ divorced
- ☐ widowed

33. Do you have any dependents?

☐ Yes. How many? _____

☐ No

34. Age? _____ (IF PROBLEM ARISES, ASK WHAT DECADE. eg. 30's, 40's, etc.)

35. Male or female? _____

36. Prior to this interview, were you aware of the Taxi Driver Safety Study?

☐ Yes

☐ No

(QUESTIONS # 37,38,39, and 40 ARE TO BE NOTED BY THE INTERVIEWER)

37. Cab company name: _____

38. Location of interview: _____

39. Date: _____

40. Time: _____

SECTION VI: Additional Comments

(INDICATE THAT THIS IS THE END OF THE QUESTIONAIRE AND AS A CLOSING REMARK, YOU WOULD LIKE TO ASK THIS LAST QUESTION (#41).)

41. Is there anything else that you would like to see addressed in this study that has not already been covered in the questionnaire?

_____

_____

_____

_____

_____

_____

_____

_____

_____

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APPENDIX IV

INTERVIEW GUIDELINES FOR TAXI BROKERS

TAXI DRIVER SAFETY STUDY

INTERVIEW GUIDELINES

R.B. CORMIER MANAGEMENT CONSULTANTS LTD.

October, 1984

TAXI DRIVER SAFETY STUDY

INTERVIEW GUIDELINES

1. In your view, what are the most serious problems facing the taxi industry today? Give instances.

2. What do you perceive to be the main health and safety problems within the taxi industry? Give examples.

3. How much of a problem are violent attacks against drivers in your area? How would you say it compares to other jurisdictions?

   If there is a problem, can you cite some recent incidents which support your claims?

...2

4. Are there particular circumstances that either cause these attacks, or produce them? (IE: attempted robbery, drinking passenger, conflict between driver and customer.)

_____

_____

_____

_____

_____

_____

II. Protective Devices for Drivers

5. To protect your drivers against attack, does your company have any:

(a) devices/security systems

☐ No

☐ Yes. Specify: _____

(b) special procedures

☐ No

☐ Yes. Specify: _____

(c) training programs

☐ No

☐ Yes. Specify: _____

6. What about the following devices, what do you think of them as a means of protecting drivers against attacks?

(a) protective barriers: _____

_____

_____

(b) lock boxes (for cash): _____

_____

_____

(c) sprays (eg: "Halt"): _____

_____

_____

(d) panic boards (signal to dispatcher): _____

_____

_____

...3

6. (e) cameras within the taxi cab: _____

_____

_____

(f) roof-top emergency lights: _____

_____

_____

7. Are you aware of any other kinds of protective devices?

_____

_____

_____

_____

_____

_____

8. Do you think there is a need in your area to install such devices?

☐ No

☐ Yes

If YES, should this be a voluntary action (ie: left up to the individual taxi cab owner), or should it be required by law?

_____

_____

_____

_____

_____

_____

How would you suggest the costs of buying and installing these devices be covered?

_____

_____

_____

_____

_____

_____

...4

III. Driver Training Programs

9. What about driver training programs: do you think they should be offered? (IE: do you think they are necessary?)

☐ No

☐ Yes

If YES, what type of training programs would you like to see offered?

_____

_____

_____

_____

_____

_____

10. Do you require any kind of training of your drivers?

☐ No

☐ Yes

If YES, what kind?

_____

_____

_____

_____

_____

_____

11. What do you think about offering training in how to handle difficult or dangerous situations with passengers?

_____

_____

_____

_____

_____

_____

...5

12. Are you aware of any other training programs offered to drivers? What kind? Where? Offered by whom?

13. Who should be responsible for providing training?

14. Should training be a requirement for a taxi driver?

IV. Compensation

15. Does your company offer any compensation packages to your drivers?

☐ No

☐ Yes

If YES, what kind?

...6

16. Do you think that all drivers should have some compensation?

16a. What kind of compensation?

16b. Have you any suggestions as to how it could be provided and paid for?

16c. Should this compensation be required by law or left up to the individual driver to decide?

V. Additional Comments

18. How many cars are in your fleet? _____

18a. How many are driver owned? _____

18b. How many are leased? _____

...7

19. What information do cab owners have that would help us understand the industry better?

20. Is there any other issue that you would like to see addressed in this taxi driver study that has not already been covered in the questionnaire?

APPENDIX V

SAFETY PAMPHLET PRODUCED BY

THE EDMONTON TAXI COMMISSION

IN CO-OPERATION WITH THE CITY OF EDMONTON POLICE DEPARTMENT

DESCRIPTION SHEET

Complete this form as soon after the incident as you can; then give it to the police.

HAT (colour, style, condition) _____

HAIR (colour, thick, thin, straight, curly, hair part, style of combing) _____

EYES (close or far set, colour, small or large) _____

EARS (small or large, close to head or protuding) _____

NOSE (small, large, broad, narrow, long, short) _____

CHIN (square, broad, long, narrow) _____

TEETH (discoloured, broken, uneven, straight, missing, or protruding) _____

COMPLEXION (light, dark, ruddy, pale, etc.) _____

CLOTHING: SHIRT _____

TIE or SCARF _____

COAT or JACKET _____

GLOVES _____

TROUSERS _____

SOCKS _____

SHOES _____

OTHER MISCELLANEOUS INFORMATION AND REMARKS

SUSPECT'S SEX _____ AGE _____ HEIGHT _____ WEIGHT _____

PHYSICAL CHARACTERISTICS _____
(describe whether slight or heavy build, scars, marks, manner of walking, tattoos, moustache, nervous, calm, etc.)

WEAPONS AND EQUIPMENT _____
(note whether pistol, revolver, rifle, shotgun, knife, etc. were used by suspect)

REMARKS _____
(note here anything that suspect may have said, his accent, whether he used any names, his movements, etc.)

SUBMITTED BY _____ DATE & TIME OF INCIDENT _____

ARMED ROBBERY

1. Always keep cash on hand to a minimum and post a sign inside the vehicle to indicate this.
2. Keep large bills out of sight.
3. Don't count money in plain view.
4. Report suspicious persons or activities to the police.
5. Keep a flashlight, spare ignition key and tools in the trunk to aid in escape from the trunk.
6. Co-operate with the robber and don't take unnecessary chances.
7. Use of weapons is not advised.
8. Observe the robber's description (age, weight, height, clothing, hair colour, speech, accent, etc.)
9. Note the robber's means of escape, direction, vehicle, and licence number.

HOSTAGE-TAKING

1. Don't be a hero. Accept your situation and be prepared to wait.
2. The first 15-45 minutes are the most dangerous. Follow the instructions of your captor. The longer you are together, the less likely the captor will hurt you.
3. Don't speak unless spoken to. Try to be friendly.
4. Don't make suggestions to the hostage-taker. If your suggestion goes wrong, he may think you planned it that way.
5. Don't try to escape unless you are absolutely sure you can do so safely.
6. If anyone needs medical attention, inform your captor.
7. Be observant of everything you see and hear. Try to memorize descriptions, conversations, weapons, etc. When you are released, your information will assist police.
8. If you are permitted to speak on the phone, answer yes or no to questions asked by police.
9. Be patient. Even though the police may appear to be doing nothing, they are engaged in a complex program designed to rescue you as safely and as soon as possible.

EVIDENCE AND IDENTIFICATION

1. Notify your supervisor and ensure that the police are notified. In the event that the radio has been damaged, use a phone. The 911 emergency number is toll free.
2. Ensure that any area touched by the robber is left undisturbed until completion of the police investigation.
3. Do not discuss the incident with anyone unless authorized to do so by police and/or company officials.
4. Fill in the attached description form in detail as soon as possible after the incident.

Produced by
EDMONTON TAXI COMMISSION
Edmonton, Alberta, Canada

In co-operation with the
Edmonton POLICE DEPARTMENT
Edmonton, Alberta, Canada

APPENDIX VI

LIST OF SUBMITTERS AND PARTICIPANTS

A. Submissions of Written Briefs

Ajtenfiso, M and A, Edmonton
Bliss, J, Calgary
Coley, V.H., Edmonton
Collins, F., Calgary
Fuller, G.J., Calgary
Gill, G. Singh, Calgary Taxi Drivers' Association
Graburn, K.W., Calgary
Hum, G., Alberta Taxi Drivers' Association
Laninga, K., Grande Prairie
MacKay, P., Calgary
MacKenzie, L.G., Calgary
Mills, D.L., Thorsby
Morgan, L.M., Edmonton
Panter, G and Askin, S., Edmonton Taxi Commission
Pirbhai, S., Calgary
Polansky, K., Edmonton
Silzer, B., Mobile Communications Group, Alberta Government Telephones
Swiredowsky, L., Edmonton
VanHaverbeke, R., Calgary
Walker, C. Canadian Association of Industrial, Mechanical and Allied Workers, New Westminster, B.C.

B. Persons or Organizations Who Appeared Before The Committee

Askin S and Panter, G. Edmonton Taxi Commission
Bliss, J., Calgary
Bruce, R., Calgary

Calgary Taxi Commission
Carmichael, G., Edmonton
Enders, A.G., Calgary
Hartmann, E., Edmonton
Hum, G., Dhaliwal, H., Choudhry,N. and A. Pandher, Alberta Taxi Drivers' Association
Rosenfeldt, G., Victims of Violence
Spinks, T., and M. Wray, Alberta Co-op Taxi Line Limited

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